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A PROLOGUE

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INTRODUCTION

Job Placement and Employment is the 17th, and presumably the last, issue of the Blindness Annual. The probable termination of this publication is not based on the fact that it has failed to meet its objectives since it was initiated in 1964. However, with the formation of The Alliance by a merger of some of the activities of the American Association of Workers for the Blind and the Association for the Education of the Visually Handicapped, a new publication encompassing the objectives of those in The Alliance is certainly warranted.

In general, the earlier issues of the Annual were not built around a central theme. However, since those earlier issues, a number of themes have been chosen as the bases for the publication, among them the following:

"Representation of the Ideas of Visually Impaired Persons in the Decision Making Processes of Service Providers" (1976)

"Mainstreaming" (1980-81)

"Challenge of the 80s: Implementation Through Participation" (1981-82)

The papers that contribute to the theme of this issue of the Blindness Annual have been grouped under these headings:

"Job Placement and Employment: A Prologue"

"New Technologies and the Visually Impaired"

"Special Groups of the Blind and Visually Impaired"

"Legislation and the Sheltered Workshop"

"Accountability and Productivity and Their Relationships to the Blindness System and Business"

"Goal Setting and Involvement in the Placement of the Blind and Visually Impaired"

"Miscellaneous"

Obviously, some editing has been necessary to provide consistency of style. However, those involved with the production of the Annual have assiduously sought to retain the identity of the various articles.

At this time, the editor wishes to give credit to the personnel in the Central Office of the American Association of Workers for the Blind, particularly Dr. Teresa M. DeFerrari, and also to his secretary, Mrs. Sally Veeder, whose efforts have contributed much to the development of the publication. Special acknowledgements are due to the members of the Publications Board who have volunteered to read the articles and make suggestions for improvement. The members of the Board are listed on one of the earlier pages. Acknowledgement is also given to Ms. Sophronia Y. Holmes for typing the manuscript in camera-ready form.

Copies of Blindness 1982-83 are distributed to members of the Association as a function of membership. The Library of Congress, National Library Service for the Blind and Physically Handicapped, will make the Annual available through regional libraries in both braille and recorded form.

George G. Mallinson, Editor

JOB PLACEMENT AND EMPLOYMENT
A PROLOGUE

This opening section contains selected passages from the 2nd Edition of a book authored by Dr. T. R. Armitage in 1886, and excerpted by Mrs. Frances Koestler, Editor, The Matilda Ziegler Publishing Company for the Blind, and a contemporary article by Kathleen Megivern, Executive Director of the American Association of Workers for the Blind. In a sense, one might suggest that the theme of the first article might be "The Way It Was" and the second "The Way It Should Be." Armitage was a physician who gradually lost his sight and became concerned with educational practices for teaching the visually impaired. He was concerned specifically with how well the visually impaired were being equipped to earn a living in the world of work. His article is based on his evaluation of educational programs for the blind in America in the late 1800s. The article describes various training programs and the areas of work for which the programs were alleged to provide expertise. Megivern's article deals with the implications of the Rehabilitation Act of 1973 and the implementation of its provisions. The article examines a number of court decisions that were aimed at implementing Congressional intent of that Act and its later amendments.

Obviously, these two articles can be considered only benchmarks in the total matrix of education of the blind for entering occupations. However, they do provide perceptive insights into educational policies and practices separated by nearly 100 years.

A BRITISH APPRAISAL OF NINETEENTH-CENTURY
AMERICAN EDUCATION OF THE BLIND:

Selected passages from Thomas Armitage, M.D., *The Education and Employment of the Blind: What It Has Been, Is, and Ought to Be.*

Condensed and excerpted

by

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In April, 1884 Dr. T. R. Armitage, Hon. Secy. to the British and Foreign Blind Association, London, embarked on a two-months trip of inspection of leading American schools for the blind. His observations were published two years later in the second edition of his book, *The Education and Employment of the Blind: What It Has Been, Is, and Ought to Be.*

His visit to the North American continent embraced seven schools in the United States and two in Canada. Coinciding as it did with the period when American schools for the blind had yet to agree on a single system of touch reading, Dr. Armitage had much to say about the difficulties engendered by the fact that some schools were teaching Boston Line Letter, Philadelphia had its own variant called Roman Letter, other schools taught New York Point and still others, variant forms of Braille. He also found fault with the differing methods and equipment used to teach arithmetic, music and geography, and regarded all these as inferior to British ways of teaching these subjects.

Beyond his inquiries into educational procedures, he focused on end results, specifically, "How well were the schools' graduates equipped to earn a living, and in what fields?" In only one of the institutions he visited was he able to glean much specific data on this seminal question. The excerpts presented herein from his 20,000-word chapter, "The Blind of America," have been selected for the light they shed on the question of employment and self-support. But, as will be apparent, there were also some collateral issues too interesting to be excluded.

Dr. Armitage, a physician who had gradually lost his sight, published the first edition of his book in 1871. It began with, "A Historical Sketch of the Means Used by the Blind for Reading and Writing," and moved on to describe the various pedagogies used to give blind people access to music, mathematics and geography. There followed detailed descriptions of British schools, homes and workshops for the blind, to which he added comparable accounts of schools and services on the European continent, and some general comments on the status of blind persons in Asia.

It is from the 1886 second edition, with its 46-page chapter detailing his findings on the trip to North America, that the passages that follow were excerpted.

Statistical tables opening the chapter show that in 1883 there were 29 schools for the blind in North America serving a total of 2400 pupils. This was estimated to be just under 5 percent of the blind population of the continent. These figures, Dr. Armitage rightly observed,

"give a rough idea of the wide extent of enlightened philanthropical effort which has for its object the amelioration of the condition of the blind of America. Yet such tables tell nothing of the working of the institutions, nor of the conditions which insure comparative success or failure; yet this is precisely the information which is of the greatest value, and it can only be obtained by close inspection of the institutions in their ordinary daily work."

With this in view, he set out

"to visit as many of the principal institutions as could be seen in two months... The American institutions, as a whole, are palatial as compared with those of England. The various States have recognized the duty of providing institutions and educating their own blind children, and, as a rule, there is a magnificence and vastness about their arrangements which are quite unknown in this country. Every child has a right to be educated at the expense of the State, so that the managers are saved the trouble and anxiety of raising funds, either for the erection of the buildings or for the maintenance and education of the pupils. There is, however, another side to this picture. As the State Government furnishes the money, it also appoints the officers, and these, from the superintendent down to the servants, are the nominees of whatever party is predominant for the time; and it too frequently happens that, when a fresh party comes into power, the whole staff is changed... As this is considered legitimate patronage, each party exercises it on its advent to power; and though instances undoubtedly occur in which superintendents of high

standing are allowed to retain their situations, yet it sometimes happens that even men who have spent a lifetime in learning their work are turned off to make room for new and untried men, simply on account of their political opinions.

The institutions of Boston, New York, and Philadelphia form an exception to this rule. They were founded by private benevolence, and though the State pays for the maintenance and education of the pupils, and assists in other ways, it has not the appointment of the staff."

His initial stop was at William Bell Wait's school in New York City:

"The first room I visited, on the girls' side, was devoted to use of sewing and knitting machines. About forty of the girls learn the former, while a much smaller number learn the use of the knitting-machine, which is more difficult... Both machine and hand sewing were very good; but neither is looked upon as a means of subsistence when the pupils leave the school. Most of the girls return to their homes, where they are able to turn their skill in machine and hand sewing to very good account in making their own dresses, and in doing much of the sewing needed in the family. It is probably better for blind girls in the state of society that exists in America to make themselves useful at home than to struggle to maintain themselves independently by any manual work...

Not much attention is paid to teaching trades to boys, as Mr. Wait believes that the blind do far better as peddlers and small traders than as actual producers. Mattress-making, however, is carried on, and the sales in this department amounted last year to about 800£. It was not, however, possible to obtain even an approximate account of what the pupils do when they have left the school. They are said to scatter all over the country, and to be generally lost sight of."

His arrival at the school in Philadelphia was in time for one of the Wednesday afternoon concerts.

"The orchestral music, as also the solo-playing, was not of high excellence. The songs were mostly ballads. Between the parts the methods of instruction used in the school were exhibited. Much praise was bestowed upon the old pinpoint writing and the old arithmetic board, in which the nine Arabic figures and the cypher are cast in relief upon as many square pins. Then came reading from the Philadelphia Roman letter, and then a little girl read one of Moon's books, through several folds of a handkerchief, greatly to the wonder of the audience."

Unable to obtain any information about the future of the school's pupils, he went on to visit the Philadelphia workshop:

"There are now 90 men employed, of whom 55 live on the premises; the others, many of whom are married,

reside at home. The inmates pay 10s. a week for their board and lodging. The principal work is broom-making."

A detailed description of the broom-making process followed, with the comment that the shop had produced 400,000 brooms the previous year, and

"as there is not a household in the United States which does not require such brooms, and they are constantly wearing out, there is no fear of the demand falling off. The only question is, whether they can be sold at a price which will successfully compete with that of those made by seeing workmen, and whether the blind can earn good wages at this work. Both these questions can be answered in the affirmative. There was scarcely any stock on hand when we visited the workshop, and the earnings of the men are from 13s. to 25s. a-week."

On to Baltimore and its 62 pupils and four non-resident journeymen.

"All the boys learn chair-caning, at which, if clever and fully employed, they can earn, after they leave, about 16s. a-week. It is found that the best trade, after leaving the institution, is broom-making; very few, however, rely entirely upon their trade. They find it more profitable to peddle or to become small manufacturers. Thus, an old pupil employs seven seeing men at broom-making. He has also a tan-yard, and has bought a small farm. Mattresses are made at the institution, but only to order. There are seven pianos. Only five tuners have established themselves and are doing well; they earn 50£. and upwards a-year. Four more are going out next term. No organist has yet been trained. Fifteen graduates are teachers of music, and are doing well; but among these five are girls, who live at home, and only earn by their teaching about 20£. a-year. One of the men, however, earns 300£. a-year, and another blind man at Washington, originally from Wisconsin, makes about 500£. a-year as organist and teacher of music. Among the graduates there is one lawyer. Most of the girls learn machine and plain sewing. Here, as in most other American institutions, the girls are hardly expected to earn their living when they leave."

It was only when he reached the Tennessee school at Nashville that Dr. Armitage found some of the detailed data he sought.

"It will be interesting to give some statistics of the pupils who have left during the last twelve years, premising, however, that the struggle for existence is not nearly so severe in the New World as in the Old. The following are particulars relating to the twenty-four boys and girls whose circumstances are known, and who have left during this period:-

1. Went to the Normal School, where he graduated in honours; now edits a country weekly paper, and makes it pay fairly well.

2. Also graduated at the Normal School after leaving the Blind Institution. He is now a teacher in a seeing school, and receives 8f. a-month, and, in addition, makes about 3f. a-month by private musical teaching.

3. Graduated in music at the institution; made 120f. a-year by teaching music. He then commenced building houses, for the rent of which he receives 300f. a-year.

4. Graduate in music of the institute; is an organist, and earns enough to support his mother and his family.

5. Became blind after swimming the Mississippi during the siege of Vicksburg. He came to the institution at the age of 35; he there learnt something of music, and is now able to maintain himself by teaching music and dealing in pianos.

6. Also has done well, but his exact earnings are not known.

7. His father started him as a farmer, and he is doing well by cultivating strawberries, etc.

8. This youth had very little musical or literary talent. He bought a store in a country place, from the profits of which he is able to support himself and his family, and has a good balance at the bank.

9. Is a claim-agent. The meaning of this term is, that he conducts claims for compensation made against the Federal Government for losses sustained during the war. He makes a good income, and as there are still a large number of unsettled claims, his business is likely to continue.

10. His father was a farmer, and conducted some cornmills. When he died, the blind son continued the business successfully.

11. A horse-dealer, making a good income.

12 and 13. Tuners, making a comfortable living.

14, 15, 16 and 17. Are preachers.

The girls generally return to their families, and make themselves useful with the sewing-machine and otherwise, but the following have gone into situations:-

1. Is a teacher in a seeing school, where she receives 8f. a-month.

2. Failed as a music-teacher at first, but after a year succeeded in paying her way, and last year was able to spare 16f. of her earnings for a harmonium.

3. Left eleven years ago, and has maintained herself comfortably ever since by teaching music.

4. This young woman died last December. She left seven years ago, and maintained herself by teaching music.

5. This girl also has maintained herself by teaching music since leaving the school, where she has just been appointed teacher.

6 and 7. Make a living by the sewing-machine and crochet work.

Mr. Armstrong, who gave me the above facts, states that he believes that most of the others who have left are able, at least in great part, to support themselves."

Louisville was the next stop:

"The number of pupils at present in the school is 80. There is a detached workshop, in which the elder pupils learn chair-caning, broom-making, and upholstering.

They do not, however, make mattresses except to order. Every bed in the institution is furnished with a spring mattress, and these have all been made by the pupils.

The boys, when they leave, either become music-teachers or traders; but we found it impossible to get reliable information as to their earnings. The institution possesses a good organ, but as it has not been there long, no trained organists have yet been sent out. Piano-tuning is not taught. The girls learn plain and machine sewing and knitting."

Here was one school where Dr. Armitage found something to admire:

"No hand-maps are used, but very beautiful wooden dissected wall-maps. The pupils will pick out any State out of a heap of pieces, and will at once recognize it, and give the rivers, mountains, and adjoining States. Mr. Huntoon, the Director, spends much of his leisure time in carving and gluing up these wall-maps."

At the same time, there were also things to criticize. Huntoon showed him

"some small hand-maps on which he was experimenting, but as soon as he saw our maps he at once recognized their great superiority.

The pupils are also practised in map-drawing, which they do on the grooved New York slates. The countries have, of course, to be drawn reversed, but many were fairly well done. This method of map-drawing, however, seems very inferior to the ruder method with pins and string on a cushion, with which the name of Heller, of Vienna, is especially associated. The cushion-drawing much more nearly resembles free-hand drawing for the seeing, as the forms produced are always under the finger."

A visit to the American Printing House for the Blind in Louisville yielded a description of stereotyping and printing methods and a comparison with those used in London.

The St. Louis school, next on the itinerary, was one of the first to adopt Braille, thanks to the lead taken by a trustee, Dr. Pollock, but this, Dr. Armitage wrote, was

"somewhat spoilt by making W stand as the twenty-third letter of the alphabet, which position is occupied by X in ordinary Braille. This alters the meaning of the four last letters, and is not attended by any advantage. Dr. Pollock did not seem to be aware that they were not using the common Braille, and said he would have it altered. The frames are also very imperfect, and are like pocket-frames, on which four lines can be written without shifting. The maps are rough hand-made maps, produced by tracing the boundaries of an ordinary map on cardboard by a thread, the sewing being done by the sewing-machine. Some of the maps are similarly made on tin."

Here, as elsewhere, the author deplored the U.S. tariff system then in effect:

"It is certainly very short-sighted policy of the American Government to place such high duties on educational apparatus as practically to prevent the institutions from availing themselves of the school apparatus produced in England, which is not only far better, but much cheaper, than that which they are now using."

At the Illinois school in Jacksonville, Dr. Armitage found

"140 pupils, of whom 20 are adults learning trades. There is room in the institution for 200; but although the Director is anxious to fill it, many parents cannot be prevailed on to send their blind children... The trades practised are the making of corn-brooms and of mattresses, also chair-caning. The male pupils, when they leave, generally go to some country town and follow the above-mentioned trades. The Director believes that, among the boys, about one in twelve can fully maintain himself."

The Indiana school at Indianapolis provided a textbook exemplar of the political patronage Dr. Armitage had mentioned:

"... the miserable system of making the blind, and all other State institutions, subservient to political purposes.

Mr. Churchman, a blind gentleman, under whose able direction the institution had long been flourishing, unfortunately did not belong to the political party which came into power in the State a few years ago; he, therefore, was dismissed, along with the teachers and others employed in the institution, so that the party just come into power might exercise their full share of patronage. The low ebb which the institution has now reached is a monument of the folly of such proceedings."

He also encountered another problem which unfortunately still exists in contemporary work for the blind:

"Mr. Churchman tried the experiment of allowing a seeing manufacturer to occupy the workshop rent free, on condition of his teaching the pupils; and in return receiving their work. This plan was said by Mr. Churchman to work admirably. At the time of our visit there were nine blind at work wiring brooms, and four seeing men stitching them. Last term, the blind pupils stitched, but these advanced pupils have now left. Broom-making is the only industry which is taught at present, chair-caning and bedding-making having been given up, as being less profitable to the manufacturer. It seemed to us that, in this manner of working, there is always danger of the manufacturer adopting that trade which is most remunerative, when carried on in a large workshop, to the neglect of those trades, like chair-caning, which, though less profitable, can be carried on by the blind at their own homes. There is also risk of his keeping the blind too long at the simplest

work, because the seeing can do certain parts of the work quicker than the blind."

At the 200-pupil Ohio school in Columbus, with buildings and grounds "on a magnificent scale," the doctor found the calibre of teaching to be less than magnificent:

"It seemed to me that in the teaching, literary as well as musical, the pupils were too much dependent on their teacher's oral instruction, thereby losing the advantage of independent work, which is as important to the blind as to the seeing, and for which writing is absolutely essential; a little New York point is, however, now being used in music. I was much surprised that no one here seemed to have any conception of the number of educational and musical publications in Braille. The seeing professor of music, who comes every day from the town, argued with me, at great length, that the only musical notation suitable to the blind was the ordinary notation for the seeing in relief; of which, he said, there unfortunately exists very little. It is extraordinary that such ignorance should exist on the most elementary principles of education, especially as one of the blind teachers was educated at the school at Montreal, and is thoroughly conversant with Braille music, and knows its value for educational purposes. There seems to be a disinclination in most of the American institutions to listen to the opinions of the blind, who are capable of judging, and teachers cannot maintain strongly their own convictions in opposition to the views of the heads of their departments."

He also could not refrain from voicing his opinion on the type question in the United States.

"It is most unfortunate for the American blind that this question of type cannot be fairly determined on its own merits. The advocates of the New York system are persistent in their endeavours to procure its general adoption. Those who know the Braille system thoroughly are few and far between; the heavy import duty practically excludes the numerous musical and other publications that are printed in Europe, so that the question before American educators of the blind is not so much which is the best, Braille or New York, but which is the best, a point system or a line system. The answer to this question is obvious, and as the New York is the only point system with which the majority are acquainted, this will probably come to be generally adopted. In the present transition stage of most of the American institutions, those who prefer Braille cannot get books in this type, as the Custom-house stops their entrance from Europe, and the American Printing-house prints only in Boston and New York types; so that if they want to get their books free, and do not like the New York system, they are forced to adopt the Boston, to the great loss of their pupils, as, whatever may be thought of the relative merits of Braille and New York, there can be no doubt that either is far better as an educational system than any line system."

It was at Columbus, too, that he was startled to find in a science classroom

"a blow-pipe, worked by a treadle, and throwing a jet of flame about a foot long. This has just been mounted, and is to be used by the blind for chemical experiments! The greatest precautions will be necessary if the blind are to conduct chemical experiments, involving as they do such dangerous agents as the blow-pipe, strong acids, etc. It will be interesting to see whether the blind, when well trained, as they undoubtedly are at Columbus, in physical science, will be able to obtain remunerative employment as lecturers or professors."

After crossing the border to visit the Canadian schools in Brantford, Ontario and Montreal, Dr. Armitage came to Boston, the last stop on his tour. He took issue with several aspects of the Perkins program:

"As in other American institutions, geography is taught exclusively from wall-maps, although they have the English hand-maps in the museum. The cyphering board is very inferior to the octagonal board.... The type used for reading is the Boston Roman letter. A modification of Braille is used for writing. The principle of this is, while retaining the Braille frame, to use the smallest number of points for the most frequently-recurring letters. This idea was worked out and discarded by the British and Foreign Blind Association about sixteen years ago.... It effects no gain in space, the only advantage being an increased rapidity of writing, owing to fewer points having to be embossed; but this slight advantage does not at all compensate for the immense disadvantage of the Boston pupils being separated from the blind of the rest of the civilized world. To them the numerous books that have been printed and written in Braille are useless, and they have no literature except that in the Boston Roman letter, which, as is well known, is vastly inferior to the Braille system....

Scarcely any music is taught by written notes, and of course the whole teaching suffers much from this cause. The singing of the pupils was very good. Miss Black, the blind organ-teacher, is a very good performer, and several of the pupils played most creditably on the piano....

Mr. Reeves, who is blind, is the head teacher of music, and he, as well as the other blind musical teachers, seem to be thoroughly up to their work, although they are hampered by the pupils not having embossed musical books.... A musical notation that can be readily written, and in which a large selection of standard music exists, is absolutely essential; without this the pupil never does really independent work, and always has to employ a seeing reader. Such a musical notation exists in Braille, but the Perkins' Institution has not yet availed itself of it."

He learned that the Perkins Tuning Department, that had a contract to keep 132 pianos in tune in the various public schools of Boston, had graduated about 20 tuners in nine years,

"and these are said to be doing well. As far as I could ascertain, during this period none have left, who are teachers or organists, without being also tuners. Among the former pupils, however, many such are to be found. This fact corroborates the view before expressed, that the present teaching of the organ and piano does not aim sufficiently high; as it is a matter of experience that, when the blind become first-rate pianists, organists, and teachers, they can earn far more in this way than by tuning."

Dr. Armitage ended his discussion of American education of the blind with the text of a long letter that the Council of the British and Foreign Blind Association had sent to the trustees of Perkins, urging them to abandon line type in favor of a point system, preferably Braille. The letter, he notes, was "a good summary of the objections to printing exclusively in the Roman character, but it seems to have produced no effect."

The earnest visitor did not live long enough (he died in 1890) to see that the time did come when line type gave way to a point system, and that Braille eventually triumphed over New York Point.

EMPLOYMENT DISCRIMINATION AGAINST BLIND
AND VISUALLY IMPAIRED PERSONS IN THE UNITED STATES:
"THERE OUGHT TO BE A LAW!"

by

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As we focus this issue of Blindness Annual on the many aspects of employment of blind and visually impaired people, one issue that cannot be ignored is the problem of discrimination. Even as we hail innovative placement techniques and advances in technology that open up new jobs to blind and visually-impaired people, we must recognize that any such advances will be meaningless if employers refuse to hire or properly promote handicapped people. There has been so much publicity in recent years about various affirmative action programs to hire the handicapped that some might wonder if, in fact, discrimination continues to be a problem. A cursory look at available statistics is enlightening. The June, 1979 issue of the Journal of Visual Impairment and Blindness contained a statistical brief on this subject that provided some powerful evidence for the premise that employment discrimination continues to be a major factor for blind and handicapped citizens. The authors, in speaking of the disadvantage faced by blind and visually-impaired people in the work force, reach the following conclusion.

"Recent national statistics show that this disadvantage does not result, as one might assume, in much higher rates of unemployment than in the general population, but rather in much lower rates of participation in the labor force."¹

The statistics analyzed in JVIB showed that less than one-third of blind and visually-impaired persons between the ages of 18 and 64 were "in the labor force" as compared to nearly three fourths of the general population. The term "in the labor force" refers to those who are already working or are looking for work. In the discussion of why such a relatively small percentage of blind and visually-impaired persons are working or looking for work, the authors concluded that a major reason had to be discrimination.²

This same conclusion has been reached by others, including members of the United States Congress. During debate on the Rehabilitation Act of 1973 (P.L. 93-112), Senator Taft discussed the relationship between the vocational rehabilitation program and this issue of discrimination.

"The basic purpose of vocational rehabilitation continues to be to help physically and mentally handicapped individuals achieve the ability to work, earn and live independently in their communities. Yet in spite of the relatively high success of this program, we still have a long way to go... If we are to assure that all handicapped persons may participate fully in the rewards made possible by the vocational rehabilitation program, we must devote more of our energy

toward the elimination of the most disgraceful barrier of all - discrimination."³

Whereas other sections of the Rehabilitation Act of 1973 faces strong opposition, no one seemed to disagree with Senator Taft about the need for legislation to deal with this particular problem. And so, Public Law 93-112 contained Sections 501, 503 and 504 that were hailed as a "Civil Rights Act" for handicapped persons. Sections 501 and 503 deal specifically with employment practices and apply to the Federal Government (Section 501) and to Federal contractors and sub-contractors (Section 503). Section 504 contains a much broader prohibition against discrimination by any recipient of Federal financial assistance. Probably because the language of Section 504 is identical to the antidiscrimination language of Title VI of the Civil Rights Act of 1964, in the minds of handicapped people as well as the general public, Section 504 became synonymous with civil rights.

That was 1973. Why, then, are statistics that were gathered five years later still indicating that discrimination is a problem? Why, nearly ten years later, has so little progress been made in eradicating this "most disgraceful barrier of all?" As one might expect, there are many reasons why progress has been so slow. Some can be traced to the lack of an effective enforcement effort on the part of the Federal Government. Regulations implementing Section 504 were not published until 1977, four years after the provision was enacted into law. Now, as the Reagan Administration begins its "deregulation" process, new regulations are the subject of internal conflict and enforcement efforts are stymied.

If one cannot count on the Federal Government to take strong, effective steps to enforce Sections 501, 503 and 504, it is then left to individual complainants to pursue their rights. However, this avenue also has been a frustrating and ineffective solution. Partly it is the inevitable way in which our legislative and legal systems interact. Congress passes new laws and the Courts try to divine legislative intent, fill in the holes and establish procedures. This process, as it applied to previous civil rights legislation was described in testimony before the U.S. Commission on Civil Rights in May, 1980. The witness was Mr. Drew S. Days III, Assistant Attorney General for Civil Rights in the Carter Administration.

"In the enforcement of Title VII of the Civil Rights Act of 1964, the primary thrust of decisions in the first few years pertained to procedural problems. For several years after that in the second stage, the principal issues concerned liability - what conduct is a violation of the law? Only when we reached the third stage in the 1970s did the courts reach questions of relief, and only at that stage did we begin to obtain large scale enforcement."⁴

Assistant Attorney General Days went on to point out that we are still very much in that first stage when it comes to legislation in the field of equal employment opportunity for the handicapped. The courts are grappling with procedural issues such as whether there is a "private right of action" under Section 503 and 504. Since neither section specifically states that an individual shall have the right to sue, courts have to determine whether Congress intended for that right to be implied. Because Section 503 contains provisions for an administrative complaint procedure and because it provides for investigation and enforcement by the Department of Labor, some courts have ruled that Congress did not intend for Section 503 to be used by individuals to bring court actions.⁵ While the question has not been definitively resolved for either provision, the picture looks

more hopeful for Section 504. The Supreme Court ruled that such an implied private right of action does exist under Title IX, a provision with language identical to Section 504 except that it prohibits discrimination on the basis of sex. However, when the Supreme Court issued its opinion on the case of Southeastern Community College v. Davis (422 U.S. 397 (1979)), it specifically stated that it was making no decision on the question of whether a private right exists under Section 504. Nonetheless, most courts have ruled that an individual does have a right to sue under Section 504. But there is a much more fundamental issue surrounding Section 504 as it relates to employment discrimination.

The 1978 amendments to the Rehabilitation Act added a new Section 505 (29 U.S.C. 794a), that provides that the "remedies, procedures and rights set forth in Title VI of the Civil Rights Act of 1964 shall be available to any person" aggrieved under Section 504. The legislative history on this particular amendment shows that it was intended simply to assure "administrative due process, and provide for administrative consistency within the Federal Government."⁶ Some courts have looked at the language of Title VI of the Civil Rights Act of 1964 and found that it contains a limitation on coverage of employment discrimination. Because there is another Title of the Civil Rights Act of 1964 that deals with employment discrimination, Title VI limits its coverage of employment situations to only those instances where the purpose of the federal financial assistance was specifically to provide employment. All other cases are dealt with by Title VII of that Act. Unfortunately, there is no other provision dealing specifically with discrimination against handicapped persons by private employers, at least, not by the Federal Government or government contractors. Therefore, when the courts find that the limitations contained in Title VI should also apply to Section 504, there remains no Federal law to protect handicapped people against employment discrimination. The United States Courts of Appeals in at least four circuits have ruled that the limitations in Title VI also apply to Section 504.⁷ However, in recent months, two Circuit Courts have ruled to the contrary. In the case of LeStrange v. Conrail, 29 FEP Cases 1150, (1982), the U.S. Court of Appeals for the Third Circuit did an exhaustive study of the legislative history of both Section 504 and the 1978 Amendments that added Section 505. The court found that nothing in the legislative history indicated a Congressional intent to limit the rights and remedies available to handicapped people under Section 504. In addition, the court noted the fact that no other protection exists and recognized the importance of not limiting the coverage of Section 504.

"Thus far, the handicapped have not been extended the broad protections against discrimination extended women and members of other minority groups. Federal law protects the handicapped only if employed by the federal government, or federal contractors or grantees. To eliminate protection against discrimination in employment by federal grantees would eliminate a substantial portion of the small amount of protection afforded the handicapped. What is a commonsensicle approach to Title VI, thus, becomes a devastating blow within the context of the Rehabilitation Act."⁸

The second favorable decision came in the case of Jones v. Marta, 29 FEP Cases 729 (1982). Here again the court did a lengthy review of the legal and legislative history of Section 504 and the 1978 Amendments. In addition to the intent of Congress, that the court sees as clearly a desire to broaden, not limit, Section 504, the Jones court looks to the title and language of the 1978 Amendments.

"It is reasonable to conclude that the title of this subsection indicates that Congress was adopting the section to provide benefits and remedies for an aggrieved party. On the other hand the restrictions found in Section 604 (of the Civil Rights Act) cannot be construed as either a benefit or a remedy. The explanation of the statute and the title of the subsection therefore establish that Congress did not intend to incorporate Section 604 of the Civil Rights Act into Sections 504 of the Rehabilitation Act."⁹

These two court decisions are extremely favorable and give some cause for hope. However, the fact that four other Circuit Courts have ruled to the contrary means that the extent of protection which a blind or handicapped person has under Section 504 currently depends on where in the country that person happens to live. Prior to the two recent decisions, the U.S. Supreme Court had refused to review any of the cases involving the interpretation of the 1978 Amendments to Section 504. Now however, with such an obvious conflict in Circuit Court decisions it seems inevitable that the question will have to be settled once and for all by the Supreme Court.

Although Section 504 was an important step forward in the struggle for equal opportunities for blind and handicapped people, it seems all too apparent that it was not enough. Many people who are deeply concerned about this critical issue of employment discrimination now believe that the only effective way to assure equal employment opportunity to blind and handicapped people is to amend Title VII of the Civil Rights Act of 1964. That law currently prohibits discrimination in employment against individuals on the basis of race, color, religion, sex or national origin. Because that law has been in effect for nearly 20 years, we have passed through the procedural and liability stages discussed by Assistant Attorney General Days. There is no longer any question that a person protected by Title VII has an individual right of action, nor is there any question concerning coverage of private employers. Even if all the courts agreed that Section 504 does cover employment situations, that coverage would apply only to "recipients of federal financial assistance." Therefore, even under the broadest of interpretations, there remains an enormous gap in coverage for handicapped citizens.

Many senators and representatives have recognized that inclusion of handicapped people in the basic employment discrimination law is the only way to guarantee equal opportunity. But such a legislative initiative has faced strong opposition from groups like the U.S. Chamber of Commerce and the National Association of Manufacturers. The argument most frequently heard is that it would cost too much. Many employers assume that hiring a blind or handicapped person would require the expenditure of vast amounts of money on high-priced technology or expensive architectural modifications. Thus, the notion of "reasonable accommodation" comes into play. This is a term that has long been used in cases of employment discrimination on the basis of religion. Employers may be required to change work schedules so that a person whose religion forbids working on Saturday can be accommodated. For the most part, the principle of reasonable accommodation, as it applies to handicapped employees, will be much the same. Most employers who have demonstrated a willingness to be flexible and work with the handicapped person in finding ways to overcome barriers have discovered that the financial cost of such efforts is often minimal. This was the conclusion reached by the Senate Committee on Labor and Human Resources at hearings held in 1979.

"Examples of reasonable accommodation were offered to the Committee by Mr. Paul L. Scher, Rehabilitation Services Specialist with the Sears, Roebuck and Company. In a letter to the President's Committee on Employment of the Handicapped, Mr. Scher stated: 'It appears as though almost all accommodations for handicapped personnel require minimal expense which can be easily absorbed by a company of our size. It has also been our experience that in most instances, employment of people with handicaps requires no accommodation and no unusual expense.'"10

Of course, most employers are not the size of Sears, Roebuck and Company and therefore, the determination of how much cost is too much cost becomes a difficult one. The Senate Committee on Labor and Human Resources, in its report on proposed Title VII amendments, examined the many factors that must be considered and concluded that the legislation in question, "establishes as a concomitant of the duty of non-discrimination in employment with regard to handicapped persons the obligation to make reasonable accommodations, unless the employer demonstrates an inability to reasonably accommodate the individual without significant hardship to the conduct of the employer's business."11 The Committee went on to explain that there are many factors to be considered in determining "significant hardship," including the size of the business, number of employees, volume of sales, the nature of the business and the nature and cost of the accommodation needed. However, none of the testimony on reasonable accommodation succeeded in convincing those who opposed the Title VII amendments. Despite the fact that the legislation was favorably reported out by the Committee, it never came to the floor of the Senate for a vote because of the parliamentary and procedural maneuvers by the opposition.

Although the efforts to expand the coverage of Title VII to include handicapped people have failed thus far, much has been learned and valuable alliances have been formed. Some expressed fear that including handicapped people in Title VII would somehow weaken the protection it now affords other groups. That notion was addressed by Clarence Mitchell, longtime lobbyist for the NAACP and civil rights advocate. "There are some who see the additions as diluting the effectiveness of the EEOC and weakening the efforts to reduce job discrimination based on race. This is specious reasoning, because each time the jurisdiction of EEOC has expanded, new and vigorous champions have joined the fight for fair play at the hiring office."12 Mr. Mitchell and other prominent civil rights leaders joined with blind and handicapped people in efforts to secure passage of S. 446, the 1979 proposal to amend Title VII. While the 1980's have not, thus far, been a time for expansion of civil rights legislation, the important coalition formed in 1979 will remain a valuable one and efforts to expand the coverage of Title VII will continue.

No discussion of employment discrimination against the handicapped can be complete without at least a brief mention of the importance of state legislation. Especially when there is a lack of effective Federal legislation on a subject, the laws passed by individual states become vital in assuring equal opportunities. Many states have enacted strong antidiscrimination laws that include blind and handicapped people and, in those states, the procedural battles over Section 504 and the legislative struggles to amend Title VII lose much of their significance. Once again, however, it becomes a matter of where one happens to live. Equal employment opportunity, basic civil rights should not vary with the geography. Thus, no matter how useful or effective state legislation may be, it does not

negate the need for strong, comprehensive national legislation. Our experience with Section 504 has demonstrated that separate treatment is not always equal treatment. It seems apparent that only when handicapped people are included with other victims of discrimination in the basic civil rights laws will they be afforded full protection.

FOOTNOTES

1. Kirchner, Corinne and Richard Peterson, "Statistical Brief #5 - Employment: Selected Characteristics, "Journal of Visual Impairment and Blindness, Vol. 73, No. 6 (June 1979).
2. Id. at p. 240.
3. 119 Cong. Rec. 24587
4. Days III, Drew S., "Equal Employment Opportunity for the Handicapped," Civil Rights Issues of Handicapped Americans: Public Policy Implications (May, 1980).
5. See Rogers v. Frito-lay, Inc., 611 F.2d 1074 (5th Cir. 1980).
6. Sen. Rep. No. 95-890, 95th Cong. 2d Sess., p. 19.
7. Trageser v. Libbie Rehabilitation Center, Inc. 590 F.2d 87, 18 FEP Cases 1141 (4th Cir. 1978); Carmi v. Metropolitan St. Louis Sewer District, 620 F.2d 672, 22 FEP Cases 1107 (8th Cir. 1980); United States v. Cabrini Medical Center, 639 F.2d 908, 24 FEP Cases 1688 (2nd Cir. 1981); Scanlon v. Atascadero State Hospital, 677 F.2d 1271, 28 FEP Cases 1695 (9th Cir. 1982).
8. LeStrange v. Conrail, 29 FEP Cases 1150, 1158 (3rd Cir. 1982).
9. Jones v. Marta, 29 FEP Cases 729, 733 (11th Cir. 1982).
10. Sen. Rep. No. 96-316, 96th Cong. 1st Sess., p.8.
11. Id. at p. 7.
12. Mitchell, Clarence, "Equal Opportunity for the Handicapped," The Baltimore Sun (July 1, 1979).

The decade of the 1970s is a period in which new technologies led to the development of all types of integrated automated systems. The particular advantages of new technologies are based on miniaturization of electronic components that resulted in the explosive development and use of transistors and chips. Obviously, these technologies have had implications for the visually-impaired, particularly in information displays of three categories -- tactile, auditory, and visual. The first article in this section by Scadden reviews some of the characteristics of these three types of displays and indicates ways in which they have made it possible for the visually-impaired to participate more fully in the labor market. The second article by Schmidt is a condensed version of a report presented to the Canada Employment and Immigration Advisory Council in July 1982. From a strictly Canadian perspective, the report discusses the impact of new technology in general, and the impact resulting from technological advances in adapting devices to increase accessibility to handicapped groups. The report recommends addressing the need to improve the ability of blind and visually-impaired persons to benefit from increased job opportunities provided by the technological revolution. Despite the fact that the implications are directed toward Canada, they certainly will apply to other countries as well.

TECHNOLOGY AND THE LABOR MARKET, IMPLICATIONS FOR BLIND AND VISUALLY-IMPAIRED PERSONS

by

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Employment development programs for blind and visually-impaired individuals generally lead to careful task analysis performed on actual job sites that are typically occupied by able-bodied workers. Objective job analysis frequently results in the identification of employment situations and tasks that can be filled and performed competently and competitively by blind and visually-impaired individuals given the opportunity and, occasionally, the necessary assistive device.

Without question, many job situations that are truly inaccessible and inappropriate for blind and visually-impaired workers can be made accessible and appropriate for the right person when accurate matching of person, position, and technology is made and implemented. The objective of this discussion is to facilitate this matching process through the application of the most appropriate modern sensory-aid technology.

Numerous classification schemes have been used to divide sensory-aid technology into manageable subgroups. Here, the division is made on the basis of the mode of information display being presented to the blind or visually-impaired user. These information displays are most conveniently divided into the generic categories of tactile, auditory, and visual displays.

The following discussion of sensory-aid technology, used within the labor market, is restricted to the broad topic of devices that facilitate information storage, retrieval, and manipulation.

Extensive experience in the fields of job task analysis, labor market assessment, and future employment trends projection leads to the conclusion that current employment restrictions encountered by blind and visually-impaired persons demand initial concentrated consideration of techniques and technology that will enhance the acquisition and reading of printed and written information.

The importance of being able to acquire and interact with alphanumeric or printed information, in whatever form it is displayed, is increasing in virtually all employment environments. In professional and nonprofessional job categories, in management and in clerical positions, within industry and within an office complex, the reading of printed documents, alphanumeric computer screens and measurement instrument displays, has become nearly universal. The remainder of this century appears to offer an increase in such job task requirements with the proliferation of automation. If then, employment limitations caused by restricted reading and manipulation of information can be reduced or eliminated for blind and visually-impaired job applicants, the "real" barriers to employment will likewise be reduced or eliminated. Emphasis is placed upon "real" barriers; artificial or imagined barriers created by the perceptions and attitudes of others must be left for another forum.

Each of the three categories of information display common to sensory aids, namely tactile, auditory, and visual, will be reviewed in order.

Tactile displays for sensory aids are typically of three types, braille, electromechanical vibratory displays, and graphic displays. Braille is an oft maligned form of information presentation mode for blind people, but there are many avid proponents of braille. It is the only means by which a totally blind individual can achieve fully random access of alphanumeric information in a manner equivalent to that of his sighted peers using printed text. Braille can be rapidly scanned, manipulated, stored, and retrieved. Its bulk and its cost of production are two negative features that cannot be overlooked. In addition to the totally blind reader, braille must be emphasized as being the only viable medium for information transfer to those people who are both deaf and blind.

Modern sensory aid technology relating to braille is divided into two categories that are related to the kind of braille presented. Generally, these two classes of braille presentation are called hard-copy and soft-copy braille. Hard-copy braille refers to the standard production of braille embossed on paper. The term "hard-copy" merely refers to the fact that the braille material exists as a permanent copy. On the other hand, "soft-copy" braille refers to braille patterns by electromechanical pins protruding through the surface of a display unit upon command of a microprocessor in the device. The term "soft-copy" connotes the fact that the display is transitory; it appears only as long as the reader needs it, and then it is erased and replaced by a new segment of braille material to be read.

Hard-copy braille continues to have the disadvantage of bulk and difficulty of storing large quantities of material. However, a braille volume or page can be scanned rapidly by the reader, permitting random access of the entire text. Soft-copy braille has the advantage of storage and ease of transport. Upwards of 300 pages of material can be stored on a single cassette.

Modern advances in hard-copy braille are related primarily to equipment for production. Computer controlled braille embossers permit individuals or institutions to have braille automatically embossed in high quality contracted form in virtually any location by

someone who is not knowledgeable in the braille code. Braille embossers also permit blind users to obtain braille material as an output from computers, teletypes, word processors, and any other system using digital information. A computer produces an electrical signal that is sent to the receiving or display device. That electrical signal can be used either to form printed or braille characters with equal facility, or, in fact, speech output, as will be discussed later. By having this information processed even further by a relatively simple computer program, it is possible to have braille characters combined into appropriate contractions so that the resulting embossed braille appears in a Grade II format.

One further advance is hard-copy braille production relates to modern computer controlled production of the zinc plates that are used to produce large quantities of press braille. Although this system is relatively expensive, the rapidity at which numerous braille text plates can be simultaneously produced makes the approach potentially extremely valuable to institutions engaged in the production of press braille.

A number of expanded job opportunities have been identified and implemented using hard-copy braille embossers. Information expeditors who provide telephone callers with information stored in centralized data banks, such as those working for the Internal Revenue Service, Social Security Administration or a reservations office, are able to obtain permanent records of new material stored in computer data banks. A number of radio announcers in this country are using braille embossers to obtain news and weather information arriving continually through teletype wire services. Blind computer programmers are able to secure permanent records of programs being written or reworked. And, finally, there have been examples of word-processor operators who use braille embossers in order to check and correct typed work. This last example is mentioned because of its success, but in reality, other improved methods are available now to blind word-processor operators.

Although the braille embossers have made a significant mark upon employment opportunities for blind workers, it must be stressed that most blind employees who need and want braille for daily work tasks still can and do rely primarily upon mechanical brailers, such as the Perkins Brailler, or the slate and stylus. A new electric Perkins Brailler is now being used and the fact that it can be interfaced to computers has provided some individuals with quality, albeit slow, hard-copy computer braille outputs. This added flexibility for the brailler should have additional employment implications in the future.

Soft-copy braille devices have other advantages in employment settings other than ease of storage and transporting of braille material. Most of the soft-copy braille devices now commercially available provide sophisticated writing and editing capabilities. The user can write and rewrite material as often as is desired without leaving any trace of material edited out of text. This permits the user to continually update files or to polish written material before producing a final copy and not use reams of paper as in the past. However, perhaps the most exciting feature of these soft-copy braille devices is the retrieval potential. On several of these devices, it is possible to index material electronically on the cassette so that particular chapters, pages, paragraphs, or words can be retrieved automatically by the reader merely by typing in the desired words and commands. The cassette then advances to the desired location at high speed and begins to display in braille the requested information.

Another feature of most of the soft-copy devices is the capacity to interface the units to computers or other digital equipment in order to have an immediate braille display as an analog to the alphanumeric display generally viewed by the sighted user on a television-like C.R.T. screen. However, it must be mentioned that this interface generally requires special engineering assistance, and it is often difficult to know exactly where on a C.R.T. screen particular braille information being displayed is located. This latter problem is caused by the fact that generally the braille display being read is only about 20 characters in length. Currently, at least two groups are attempting to develop soft-copy displays that will be a full page in size. For some purposes, such displays should be very useful.

One final advantage of the electromechanical, soft-copy braille display devices should be mentioned. The fact that the braille material exists on a cassette in the form of electrical signals produced by a small computer means that large quantities of material intended for print production can be loaded onto these cassettes in an extremely rapid fashion and later retrieved by the braille reader. Although very little has yet been done in this field, it is anticipated that braille books, periodicals, and other large documents will be produced directly from the commercial editors' computers or compositor tapes in the future using this form of information storage.

In the job market, the potential of the soft-copy braille devices is only now beginning to be explored. The single most significant advantage for the blind worker will be the ability to obtain information rapidly from a large data bank using the indexing and search capability of these units. A number of blind programmers and scientists have already had success in using these systems as output display devices for computers, but as has already been stated, future full-page display systems should provide these individuals with greater flexibility. Also, the editing feature of these systems will provide all those who engage in writing with added editing capability.

The second subdivision of tactile display devices is that of electromechanical vibratory systems. Only a few such systems have ever been attempted, but one has had such success that it warrants special attention. This system is the Optacon.

In general, electromechanical vibratory devices have in common the tactile display of information picked up by a television-like camera or displayed directly by another system such as a computer. The image being displayed is presented in a pattern of vibration that takes the identical shape of the image that would otherwise be presented visually. For example, in the case of the Optacon, a small camera is passed over a line of print. Each letter viewed by the camera is displayed in its identical pattern as a two-dimensional facsimile on the index finger of the left hand and felt as a pattern of vibration.

The principal attribute of the Optacon that has led to its wide acceptance and use is the immediate and independent access to print that it provides the trained user. It is lightweight and portable, so the user is able to carry the instrument anywhere and use it with any printed or typed material. The primary limitations of the Optacon are related to the intensive training necessary to become able to use it with any degree of facility and the slow rate of speed attainable by the average user. Few Optacon users are able to read print at speeds over 50 words per minute. This slow speed means that only short documents such as memos or letters can be read without

absorbing an inordinate amount of time. However, even this rate is sufficient to permit many blind people to be able to read enough employment related material necessary to achieve independence. It is used successfully with computer printouts, computer C.R.T. displays, accomplished with special lens modules, as aids to typing when attached directly to a typewriter permitting checking one's own performance, for reading labels and addresses, and many other short items. The Optacon is being used in a wide variety of job situations by blind workers. It is being used successfully by telephone information expeditors, reservation clerks, computer programmers, word processor operators, stockroom clerks, and many professionals.

The Optacon will undoubtedly continue to expand employment opportunities for many blind individuals especially now that it is being taught in many elementary-and secondary-school systems. However, it must be stressed that not every blind individual can become proficient with it. It takes good hand coordination for camera manipulation and good finger sensitivity to master the complex print character configurations. Also, the speed and training factors are problems that diminish the motivation of many individuals. However, its capability of providing immediate access to print is a feature that will continue to provide many blind individuals with the motivation necessary to master this flexible and useful device.

The third category of tactile displays is that of graphics. Many employment positions in industry and science require the analysis of complex combinations of curved lines plotted on graph paper or display screens. For the blind person, in the past, the only access to simple graphic displays has been raised line drawings that have by necessity been produced through the intervention of a sighted individual using special raised-line drawing equipment. Unfortunately, as of today, the process has not advanced very far beyond that stage.

Computer-generated graphic display production equipment has been fabricated with some success in England and has been reproduced with a modicum of success for research in the United States. However, these examples do not represent situations in which graphic displays are currently providing employment opportunities for blind individuals. The full-page soft-copy braille displays currently being developed may become useful devices for presentation of simple graphic displays through a tactual medium.

One success of note for independently obtaining graphic material by totally blind workers has been through a non-tactile mode. An auditory oscilloscope has been developed and is currently being used successfully by at least two totally blind engineers in laboratories in California. Much more research and evaluation will be needed before graphic displays can be accessible to blind individuals.

The second major class of display is that of auditory displays. The auditory displays are of two major types, speech output displays and coded tonal displays. Speech has for centuries been the primary informational input for blind people. For the past four decades, recorded speech has become one of the most vital methods for obtaining and storing information for this population. Beginning with disc and wire recordings and advancing through reel-to-reel and cassette magnetic tapes and on to solid-state or "synthetic" speech, there has been dramatic growth in the application of modern speech storage technology in use by blind readers.

Before discussing some of the most sophisticated forms of speech output instrumentation, two items of interest relating to the common magnetic tape recordings should be mentioned. First, the

ability to listen to a recording at a much higher speed has been tried successfully for many years by blind people attempting to overcome the problem caused by limited reader speaking rates. However, the higher pitch associated with playing a recording at increased speed is generally considered unpleasant if not disconcerting. The advent of speech compression--technology that permits correction of the pitch when accelerating the playback speed of the recording--has provided many users the ability to listen with perfect comprehension to recordings at rates of over two times the original speed. Speech compression has the employment advantage of permitting blind workers to decrease the time spent in reading which in turn increases the productivity in the particular position.

The second advancement in recording technology relates to techniques that will permit improved search and retrieval capability. The long standing problem with information retrieval from recorded tapes has been the difficulty of locating desired material on a particular tape without shuttling the tape back and forth until the desired material is located. Several methods of indexing tapes with tones or recorded messages which are audible only when playing the tape on fast-forward or using special electrical signals to be detected by a micro-processor based tape player, provide rapid location of desired information. Such techniques are just beginning to be used in experimental settings, but it is anticipated that indexing of tapes will become commonplace within the next few years which will greatly reduce the information retrieval time for those engaged in reading by listening.

Solid-state speech is becoming ubiquitous, being heard in such things as toys and appliances. The term "synthesized, or synthetic, speech" is frequently used in a generic way to refer to two very different kinds of solid-state speech. Synthesized speech traditionally refers to the production of speech by a mechanical device that is controlled by computer technology. Other speech today is actually human speech stored on solid-state memory chips. Both forms of solid-state speech are rapidly becoming extremely useful in sensory aids.

In the field of solid-state stored human speech, there is a growing number of sensory aids with speech output, and a number of commercially available speech chips, that can be installed in appropriate work stations to provide the user with speech output. For example, speech output calculators, thermometers, voltmeters, and other measurement devices are commercially available. A speech output word-processor that provides letter-by-letter, number, or punctuation symbols upon command is available. With the availability of the speech boards, the kind of speech output work station that depends on the reading of a digital display is within the capability of anyone with limited funds and the availability of appropriate engineering support for installation.

The speech synthesizers--the mechanical devices that emit sounds which can be fashioned into phonemes that in turn can be strung together to form words--have become, in the past five years, increasingly valuable tools within the sensory aids technology field. Speech synthesizers must be controlled by computers in order to have the phonemic sounds presented in correct order and to insert appropriate pauses, pitch changes, and other processing that will provide the listener with the most human sounding speech as possible. These language rules for controlling speech synthesizers have improved dramatically over the past few years. Continued improvements can be expected.

The most exciting application of a speech synthesizer is in

the text-to-speech reading machines. The best known, the Kurzweil Reading Machine, permits the blind reader to place a book or other printed text face down on a glass-topped unit. A small television camera automatically scans the material line by line. A computer performs the necessary character recognition, and a computer program then converts a string of recognized letters into the appropriate string of phonemic sounds. The result is unlimited vocabulary speech output.

A similar technique of changing text into unlimited vocabulary by a speech synthesizer is being performed by several speech output computer terminals. The difference between these systems and the reading machine is that the terminals do not require optical character recognition by a computer. In these situations, there is no ambiguity as to the identity of the characters being translated into words and phrases. The 100% accuracy in character recognition produces a higher quality speech output.

Speech output devices are providing an increasing number of new job opportunities for blind workers. Wherever reading is needed, the new machines can provide increased independence. The rapid growth in the labor market of word-processing and computer related positions can be handled competitively by blind workers using the appropriate speech output device.

Within industry, there are numerous assembly and inspection positions that require the reading of digital equipment. The speech boards are providing equal access to these job sites today. Radio engineering is also now possible, without question, as is being demonstrated in a number of stations across the country that are employing blind engineers.

The other form of auditory display that has demonstrated great versatility within job situations is that of coded tonal displays. In this case, an audible tone is heard to indicate the presence of a desired electrical or visible signal that would be observed visually by a sighted person. Many measurement devices designed for blind workers use such tone output for detecting changes in signal strength. Changes in tone amplitude or pitch provide measurement information or indicate actions to be taken.

Auditory light probes--light sensitive elements that drive a tone oscillator when light is detected--are widely used by blind persons in job situations requiring detection of lights, such as on a telephone switchboard or on industrial inspection stations.

With the speech output devices, and the simpler but equally effective tonal displays, the number of work stations accessible to a blind worker has increased dramatically over the past few years. With an increasing number of electronically controlled work stations anticipated within the labor market within the remainder of this century, experts in the technology field strongly anticipate the ability to increase, to a substantial degree, the number of work sites available to blind people.

The third class of display to be discussed is visual displays. It is estimated that over 90% of severely visually-impaired individuals in this country have some functional residual vision that certainly can be used in job situations. For these individuals, the visual displays used by the normally sighted workers are frequently too small, too dim, or do not have adequate contrast. Aids or adaptations are needed to provide appropriate visual displays for the visually-impaired individuals.

The three most common techniques to improve visual displays already existing on a work site are through the use of increased illumination, magnification usually provided by a lens system used by the worker, and enhanced contrast accomplished through display modification. However, these simple optical modifications do not always suffice. In those situations, electronic intervention frequently can make existing job sites accessible to visually-impaired individuals through improving the visual displays.

Closed-circuit television (CCTV) magnifiers are being used by many severely visually-impaired individuals for reading text, computer terminal screens, and other alphanumeric displays. A television camera directed at the desired information picks up the image which is then magnified up to 60 times in size and displayed on a television monitor. These individuals can point the camera down toward a work surface and monitor their own writing or drawing or other manual activity. Some of the devices have two cameras and a split screen. One camera is directed toward material to be read or analyzed whereas the other is directed at the work surface to monitor work being performed. Both images are displayed on the split screen.

Computer terminals with large characters are becoming more common, although more work is needed in this area. Some of the devices have controls that vary the color of the characters being presented providing improved reading of the displays by certain individuals depending on their specific visual limitations. Job development for visually-impaired individuals is limited only by the imagination of the potential employee and employer. Optical and electronic visual enhancement techniques provide an extremely wide range of employment possibilities. The visually-impaired worker can perform the same tasks as his fully sighted counterpart by using slightly altered work environments or special aids and devices.

The narrative on the preceding pages describe three categories of sensory aids for blind and visually-impaired persons that can enhance employment opportunities by facilitating the acquisition and manipulation of information. The sensory aids differ from one another in the mode of information presentation, using either visual, auditory, or tactile displays.

The process of selecting an appropriate sensory aid for specific individuals and job situations must include a variety of considerations. Among the factors to be considered are the visual, auditory, and tactual abilities and limitations of the potential user; the sensory modality preference of the individual; the informational requirements of the job tasks; the availability of the desired instrument and essential maintenance support; and the cost of the device and its installation.

Labor market estimates for the year 1990 indicate that over half of the nation's work stations will be electronically based. In such an environment, modern sensory aid technology will enhance the ability of blind and visually-impaired job applicants to compete successfully for these positions. Employment development specialists engaged in job task analysis must be fully cognizant of the capabilities and potential of sensory aid technology and the process of selecting maximally effective instrumentation. This knowledge then will facilitate the matching of individual, job, and device resulting in increased employment within the blind and visually-impaired population.

THE EFFECTS OF NEW TECHNOLOGIES UPON THE EMPLOYMENT OF BLIND AND VISUALLY IMPAIRED PEOPLE IN CANADA

by

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Introduction

"Adaptive" Technology

While it is widely believed that general technological advancement has and will continue to have great impact on all of us, it is already known that as technological sophistication proliferates, "sightedness" or its absence becomes less and less a material consideration in a hiring or promotional situation because of spectacular growth in adaptive technology. But, as we also know, this has been neither fully nor widely recognized. Our concern then, in any treatment of how technological development will affect blind or visually impaired people in Canada, must attend both to technology in general and to adaptive technology.

Many vaguely understand that technology in general will greatly influence their working world in the future. Most think of this influence with definite misgiving, yet adaptive technology as a field, has opened entire occupational groupings within the last 15 years that were once closed to most blind and visually-impaired people. In spite of this activity, devices thus produced are, for many reasons, still not readily available to all those who could benefit from them. Our view is that future developments in this field will create adaptive devices of even greater potential positive influence upon the matter of workplace integration. But unless there is a creative coming to terms with resolutions to the current barriers that limit availability of these devices, this potential will remain just that - unrealized.

Although many types of "aids" have been developed to help with life-functioning difficulties experienced by blind and visually-impaired people, most are based upon one or a combination of three sensory replacements for "normal" vision, these are something (usually amplified lighting and magnification) to enhance low vision; converting that which is visual into something tactual; or converting the visual into something audible. Adaptive technology's single most influential contribution in each of these directions, for application in both learning and working settings, is the electronic magnification of print, "paperless" braille, and synthesized speech.

Electronic print magnification uses closed circuit television to enlarge print far beyond the capacity of mechanic optics. Many formats have been developed ranging from units meant to be a permanent part of an individual work station, that enable their user to both read and write; to units small enough to be carried in a briefcase from place to place, that provide only reading capability to their owners.

"Paperless" braille devices use standard high quality audio cassette tape as the storage medium for brailled information, and a plate of moveable pins that present the taped data back to the user in the original brailled format. These devices can be used in this "stand-alone" manner, or as portable computer terminals as well, because of their built-in interface capability.

Synthesized speech devices have moved well past the phase of limited memory and spelled speech, and today have many sorts of applications, some of which include: proof-reading of typed copy; data storage and audio retrieval units; and CRT screen readers.

The fact that the future holds even greater promise and developments than any of these that we've seen to date, can easily be recognized in one possible scenario selected from only one of these major technological directions. As computer input devices in general use become responsive to voice command; and as output converts to audible - as well as written or video-format; "intelligent" two-way "voice" interaction will be realized in only a matter of time. Synthesized speech will thus become the new "norm" in certain highly technical occupations, making "sightedness" or its absence completely immaterial to the performing of duties.

Effects of Technological Change

Turning then to our areas of chief concern, the impact of overall technological change will probably have greater absolute effect upon blind or visually-impaired people, than on the general population, because the greater proportion of our constituents are still at the periphery of both work, and those preparation processes that lead to work. The trends that follow, cited by many observers, will have meaning though for everyone:

1. Technology in the long run, will reduce overall employment, as economic growth will eventually be able to be sustained without concomitant growth in labour force demand.
2. Certain major occupational groupings will undergo radical transformation among them unskilled, low, and semiskilled jobs of a labour intensive nature in resources, primary industrial, and manufacturing sectors; administrative, clerical and general office occupations; and certain technical scientific, and educational professions.
3. Industry, business, and government will begin diverting increasing proportions of current earnings, toward conversion of their presently labour intensive work forces, into work forces of properly trained, albeit fewer, employees, equipped with new forms of machinery. This coupled with the generally deflated economic climate, will retard short run corporate diversification, and protract current levels of unemployment into the medium term.
4. As job availability becomes scarcer, activities of preparation and selection of prospective employees will become much more intensive than presently. Competition for available positions will be keener and a form of

segregation - maybe even elitism - will come to be associated with those who are employed.

These prospects for labour force participants with the kinds of special needs that our constituents have, could be both damaging in the personal sense, and destructive of the collective advances that have been made toward workplace integration; depending, in the main, on the degree to which adaptive technological advances are included in or excluded from efforts of transition toward the workplace of the future.

Beneath these overall trends however, general technological advance has the capacity to cause specific occupational dislocation. The expected absolute and relative lowering of demand for unskilled, low, and semiskilled occupations, particularly in the manufacturing sector will be problematic for some of our constituents. In other areas, that by their very nature once lent themselves readily and specifically to our constituents - darkroom film processing, court recording, and dictatranscription - automated processing has already eliminated or shrunk demand. In still other circumstances, technology introduces visual elements not previously present, such as Display-phone, requiring adaptive technology to catch up, but creating dislocation until it does. Reactions to the flux thus created will compel many blind and visually-impaired people to seek reasonable career alternatives, only to find that many community-based preparation processes for work are still poorly equipped to meet their specific programming needs suitably and completely.

This relatively bleak picture is somewhat relieved by what adaptive technology has achieved. Devices mentioned earlier and others have allowed blind and visually-impaired people to enter and perform in many of the major occupational groupings. This expansion of occupational potential has also gradually led to an increasing labour force participation rate for our constituents. And, in qualitative terms, the devices have greatly enhanced worker satisfaction from many perspectives; duty areas, job functions and work sites need lesser "accommodation" activities; work accuracy, precision, efficiency, and productivity are increased; and the devices themselves blend cosmetically into the job station as does other equipment.

Adaptive technology is not a problem-free panacea however. The more complex the device, the higher its initial cost. In Canada, provincial government authorities charged with assisting disabled people to acquire needed equipment, exercise a widely fluctuating willingness, from one provincial authority to the next, to accept these cost burdens. Also, such governmental assistance rarely extends to costs of maintenance, depreciation for wear or obsolescence, or upgrading to allow for job advancement. Additionally, as with most complex electronic equipment, the devices are subject to occasional "down" times, during which all benefits cease. Servicing is specialized, costly, and time consuming, because of distances from sources of supply and distribution, since most devices are imported into Canada and sales territories are so large. In addition, the sophisticated nature of certain of the devices often requires training and practice in their use prior to reaching proficiency with them. And finally, the major devices frequently are concentrated amongst the larger employers and thus in the larger centres. For those who want work, this enforces a migration not always desired, and inadvertently creates centralized special populations, and consequent tendencies toward new sorts of employment "ghettos" and segregation.

Recommendations

Based on all of the above, four categories of recommendation need attention at this time.

Matters relating to disseminating information

Broadly based campaigns are needed to inform and promote the existence, flexibility, and potential of adaptive technology to all aspects of society, including the community of the blind and visually impaired.

Matters relating to costs

Capital acquisition schemes of private enterprise, aimed toward converting to the workplace of the future, must include adaptive technologies - a minor additional component to the overall. Government assistance programs need to be applied consistently across provincial territories and must allow for more than just cost of acquisition. Both of these points attest to the need for a much more multilateral approach toward carrying the cost burden, inclusive of more than just the user. Also, maintenance, continuation, and expansion of specialized services and programs aimed at integrating blind and visually-impaired people into both the workplace itself and into preparation processes for the workplace (i.e..... education, vocational exploration and development, and skill training programs), need assistance and support.

Matters relating to training

More accurate and finely tuned predictors of future labour force demand areas are needed. Responding to them must be large scale, workplace-relevant training programs, that are flexible enough to fluctuate with rapidly changing technological conditions, and that take account, in their planning, of adaptive technology and the needs of the visually impaired. Among the special needs, it must be recognized that training in the operation and care of adaptive devices is as essential as the training for intrinsic skills.

Matters relating to monitoring consulting

Encouragement needs to be given to developing more multi-sensory devices that can completely eliminate the ability/disability border - as in the example of the future of synthesized speech. Advocacy needs to be undertaken to forge more closely together the field of adaptive technology with mainstream technological research and development. And finally, recognition and encouragement needs to be given to the highly specialized expertise needed in the application of adaptive devices to specific job sites.

Conclusion

Technological developments will continue to influence many aspects of all our lives in the years to come. In order that these reformations proceed with the fullest and broadest social perspective, such that their influences upon people are as benevolent, inspiring, and far reaching as are their impacts upon data handling and production methodologies; continuing consultative exchange is essential. It is particularly vital to blind and visually-impaired people, to assure that this technological reformation does not "inadvertently" erode past gains toward workplace integration, and keeps open the fullest potential that the future will offer.

The phrase "services to the blind and visually impaired" often evokes stereotyped perceptions of canned programs for services that are appropriate for all those who are considered to be blind or visually impaired. But, within the blind and visually impaired, there is a gamut of characteristics analogous to that found in the population not so categorized. The differences among the blind and visually impaired may involve the severity of the handicap, other handicaps such as deafness, emotional instability, or lack of motivation to profit from services for the blind and visually impaired. The articles in this section deal with two special groups. The first article describes the core research and training emphasis of the Rehabilitation Research and Training Center in Blindness and Low Vision at Mississippi State University. Part of that emphasis is related to minimizing the vocational effects of severe visual impairments. The second article by Goros deals with Project ADVANCE that is concerned with vocational training and rehabilitation of deaf-blind individuals and attempts to dispel a widely-held assumption of the part of professionals and the business community that a deaf-blind person cannot function productively or safely outside a sheltered environment.

REHABILITATION RESEARCH AND PROTECTED EMPLOYMENT
FOR BLIND AND SEVERELY VISUALLY-IMPAIRED
INDIVIDUALS

by

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In October, 1981, a Rehabilitation Research and Training Center in Blindness and Low Vision was established by the National Institute on Handicapped Research, at Mississippi State University. Cooperating with Mississippi State University in this Center are the Division of Ophthalmology of the University of Mississippi Medical Center and the Research and Training Center for the Handicapped of the University of Mississippi. The core research and training emphasis of this Center revolves around preventing and/or minimizing the vocational effects of blindness and severe visual impairments.

Before I describe the current research and training activities of the Rehabilitation Research and Training Center in Blindness and Low Vision, and present for your consideration rehabilitation research needs in the arena of protected employment for blind and visually-impaired individuals, I would like to define rehabilitation research and discuss how the Center's activities will be different from those of a center focusing on diseases of the visual system.

Goldberg (1976) defined rehabilitation research as "...a discipline concerned with the human problem of adaptation to disability and handicap" (p. 66). It is a distinct discipline concerned less with the treatment of the disease, trauma, or impairment than with the physical, psychological, social and vocational functioning of the individual with a disability (Goldberg, 1976). The proper emphasis then of this Center is the discovery of ways to minimize

the effects of visual impairments on the vocational functioning of individuals who are blind or have severe visual impairments. Either basic or applied research may be used by the Center to impact on this critical question. Basic research attempts to extend scientific theory and lay a foundation for applied research. Applied research, although having more limited objectives, attempts to address specific practical problems encountered by the practitioner, the consumer, or the employer (Goldberg, 1976). The methodologies in the two types of research may be similar, but the two differ in the kinds of research questions asked. This Center's current rehabilitation research activities are applied and attempt to discover ways to enhance the employment functioning of blind or severely visually-impaired individuals.

To lend guidance to the research and training activities of the Center, a Career Development Intervention Strategy (CDIS) model has been developed. The CDIS model addresses issues raised by the impact of blindness and other severe visual impairments on the individual's career development. Career development research (Hilton, 1962; Osipow, 1968) until recently has been descriptive of the sighted population's career development without purposive intervention. More recently (Holland, Magoon & Spokane, 1981; Fretz & Leong, 1982) attention has been given to identifying among sighted persons, those who might benefit from differential career interventions. Some work has been done in the area of the career development needs of special needs populations (Cook, 1977). However, the majority of these projects have neglected the career development needs of the population of blind and severely-impaired persons while emphasizing the career development needs of persons who are mentally retarded or culturally disadvantaged. A 1980 study of the North Carolina Rehabilitation Research and Training Center in Blindness (Statement of Critical, 1980) indicated that no less than eight priority I research areas were identified by over 200 public and private organizations involved in work with blind and visually-impaired people that relate directly to the CDIS model being developed by the Rehabilitation Research and Training Center in Blindness and Low Vision. These eight priority I areas include unemployment of blind/visually-impaired persons, underemployment of blind/visually-impaired persons, employment support services, career growth, job development, job identification, referral services, and societal barriers to the employment of blind and visually-impaired population.

The CDIS model contains four elements that appear to be related to the career development of persons who are blind or severely visually impaired. The four elements are: (a) site of the delivery of the service; (b) specific service delivered; (c) functional work level of the individual with the visual impairment, and (d) the career development state of the individual with the visual impairment. The CDIS model is intended to generate research hypotheses and to increase the likelihood that the research program of this Center addresses problems impacting on the employability of visually-impaired persons.

Having laid a foundation for the research program of the Rehabilitation Research and Training Center, it might be useful to describe the current research projects of the Center. In 1981-1982, seven projects were underway. Five projects focus on services provided and two address outcome related issues. The types of services investigated include low-vision services targeted for the workplace, preemployment training programs, worksite modification, vocational assessment of multihandicapped individuals, and development of training samples for careers in professional and technical fields. One of the outcome studies is examining the relationship between rehabilitation services provided and case outcome for legally blind

clients of state rehabilitation agencies for the blind. The last project is attempting to determine to what extent there exists a disparity between the availability of the types of services designed to impact on the employability of visually-impaired persons and the need for these types of services as expressed by consumers, professionals, and employers of visually-impaired persons:

The seven research projects for 1981-1982 include:

- (1) Illumination and Color Contrast as Related to Worker Productivity.

Work production and comfort of persons with severe visual impairments may be increased through individually determined lighting conditions. The RRTC is conducting this research program in order to (a) gain additional information on work site modification strategies for the blind/severely visually-impaired worker, (b) establish the contributions of low vision aids to this type of work site modification, and (c) increase worker comfort and productivity.

- (2) Assessment of Current Career Development Intervention Services (CDIS) for Blind/Severely Visually-Impaired Persons and CDIS Needs of the Blind/Severely Visually-Impaired Population.

There is a lack of specificity in much of the existing data on blindness and a need for rehabilitation research to address the issue on unemployment of blind/severely visually-impaired persons. The employment literature within the blindness field lacks direction because there is no comprehensive model guiding research. The CDIS model may provide direction to research. The model includes site of service delivery, specific services provided, employment outcome, and career development of blind/severely visually-impaired persons.

- (3) Functional Outcome for Blind/Severely Visually-Impaired Clients of State Rehabilitation Agencies.

This study reviews the contributions of selected career development intervention services to the rehabilitation of blind/severely visually-impaired clients. Data are being collected from rehabilitation case records. Variables such as county unemployment rate and proximity of rehabilitation facilities are being considered as well.

- (4) Industrial Services Program Model (ISP) for Sheltered Workshops for the Blind.

The focus of an ISP model is on designing custom-tailored training programs for a specific industry to improve the recruitment, training, placement and upgrading of personnel. ISP's can cut production costs, improve product quality,

enable workers to adapt to changing industry needs, and decrease employee turnover.

This demonstration project will tailor an ISP to the needs of industries for the blind by providing individualized preemployment or in-plant training programs.

- (5) Demonstration of a Low Vision Aid Clinic as an Employment Enhancement Technique.

The vast majority of the legally blind population is not totally blind; these people have residual vision that can be used in coping with employment and the environment. A low vision aid clinic established in the University of Mississippi Medical Center, Division of Ophthalmology, prescribes and provides aids to legally blind workers with residual vision. Data will be collected from approximately 500 persons over a 5 year period to determine if the use of low vision aids will enhance worker performance.

- (6) Development of Electromechanical Assessment Technology for Finger Dexterity and Hand/Foot Coordination in Blind and Multihandicapped Blind Individuals.

The Electromechanical Work Samples (EMWS) will (1) assist in development of a "fast" vs. "slow" concept during work training, and (2) act as a vocational assessment technique. They provide an objective method of comparing the blind and multi-handicapped blind trainee's performance with that of an average sighted worker.

The intent of this project is to norm the EMWS to refine those techniques where research findings warrant, and to develop EMWS's to assess finger dexterity and hand/foot coordination.

- (7) Adaptation of the Vocational Education Readiness Test (VERT) for Blind/Severely Visually-Impaired Individuals.

Developed at Mississippi State University by the Research and Curriculum Unit, College of Education, VERT uses work samples to assess basic vocational skills of mechanics, basic wiring, carpentry, home economics, masonry, plumbing, welding, and food preparation. This project is designed to establish VERT norms to evaluate the vocational skills of blind and partially-sighted persons.

These brief summaries have presented an overview of the activities of the Rehabilitation Research and Training Center. As each of these projects has related to the vocational needs of individuals with visual impairments so too will the future projects of the Center.

Is there a role for rehabilitation research in sheltered or protected workplaces which employ blind and legally-blind individuals? The answer to that question is most certainly in the

affirmative. Let us review situations in the country as a whole and in the field of blindness that may require that administrators of protected workplaces seek the assistance of the rehabilitation researcher.

What is the impact of "mainstreaming" on the operation of protected workplaces for the visually impaired population? Is the protected workplace an acceptable, suitable or feasible place of employment for persons who have received their education in an integrated setting? Will these students or new employees relate well to peers and supervisors who have become oriented to a segregated workplace? What, if any, changes will be made in personnel policies to meet the needs of this population? Will this population accept work in this setting? As you can see there are a number of questions generated by this issue.

A related issue also has implications for administrators of sheltered workshops for the visually impaired. As an increasing number of students with visual impairments are mainstreamed, the population of residential schools decrease with a larger share of population remaining in these schools being characterized as multi-handicapped. It is likely that a large number of multi-handicapped visually-impaired persons will be referred to the protected workplace for employment. One might expect a large proportion of rubella young adults to be included among these referrals. Is there adequate assessment technology to assist in selecting the appropriate placement within the plant? Do your production supervisors or instructors have the necessary knowledge, skills, and attitude to work successfully with these populations? What modifications must be made in the workplace, the job position site, and living arrangements, for this clientele? These two problems are generated by the changing pool or population from which administrators of sheltered workshops employing visually-impaired persons have to draw their work force.

New sensory and optical aids (American Foundation for the Blind, 1978; Mellow, 1981) have increased the ability of visually-impaired persons to perform a wider variety of jobs. Has work been done in your facility to take advantage of these aids for increasing the productivity of the visually-impaired worker and, possibly, the comfort of this worker and expanding the kinds of job opportunities and products manufactured within industries employing this special population? These aids (American Foundation for the Blind, 1978; Mellow, 1981) and the ones certain to follow can have direct impact on the productivity of the sheltered workplace if these aids are matched to the job and the functional needs of the individual visually-impaired person.

1982 marks a new epoch in American industry. For the first time, over 50 percent of the jobs in the U.S. economy are in the information services sector rather than in the manufacturing sector (Serrin, 1982). The "microchip" revolution, Camot and Dymmel (1982) indicate, will affect our economy as profoundly as the Industrial Revolution in such areas as employment levels, job content, worker control of the job, and other areas of direct importance to the worker whether sighted or visually impaired. The greatest impact will be in the manufacturing sector, but the information service areas will also be affected (Serrin, 1982). Many clerical jobs will pay only minimum wage (Serrin, 1982, Chamot & Dymmel, 1982). While it is not likely that administrators of sheltered workshops for the visually impaired will microchip their plants to the degree that 30% fewer workers would be needed as one study indicated (Serrin, 1982), it is likely that in those shop where a larger part of the budget is based on subcontracts to industry, one might

find a reduced number of subcontracts. The microchip has just made some jobs extinct.

The question becomes now how can rehabilitation research assist the sheltered workshops cope with the microchip revolution? Are there new products? Wesolowski & Baczi (1980) suggest recycling materials such as aluminum and zinc. Incidentally, Wesolowski & Baczi (1980) report that in 1979 computer paper went for \$45.00 per 100 weight; the mean for paper was \$2.23 per 100 weight. Are there products or components of the computer that might be products for sheltered workshops?

Conte (1982) contends that rehabilitation goals can not be achieved independent of labor market and other economic considerations in our society. Sheltered employment for the visually-impaired and its goals of equitable payment for work performed will not be established unless this workplace responds to the vast changes in our economy and workplace created by the microchip revolution.

The workplace is not only being rocked by the microchip; it is also being swayed by changes in the worker and worker attitude toward work. Renfro (1982) reports that nearly 40 percent of the California School districts have implemented job-sharing programs. MaMahon & Barlett (1981) advocate that alternate work patterns such as flextime, permanent parttime employment, and the compressed workweek be used as job placement strategies for severely disabled persons. One might anticipate that, as alternate work patterns become increasingly common, employees of sheltered workshops will expect similar adjustments in the work schedule. Permanent part-time employment may be the alternate work pattern of choice for some individuals who wish to limit their income levels. The impact of these changes must be examined. Rehabilitation research can be of assistance here as well.

Rehabilitation research and the sheltered employment for the visually-impaired sector of the rehabilitation need to form a partnership. There are many avenues for this partnership to work on problems which affect visually-impaired persons. It is the position of the Rehabilitation Research and Training Center on Blindness and Low Vision that many more visually-impaired persons may enjoy satisfying gainful employment through the utilization of rehabilitation research and training products. Use of these products can occur only when there is a solid base of cooperation. The Rehabilitation Research and Training Center is prepared and eager to work with you as you strive to provide the visually impaired person a job with a wage comparable to that of the non-disabled and one which is satisfying and which provides an opportunity for advancement.

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FROM CLASSROOM TO COMMUNITY:
A WORKING FUTURE FOR DEAF-BLIND YOUTH

by

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Introduction

In the last decade significant changes have occurred in the field of vocational training and rehabilitation of severely-disabled individuals. More recently, a strong push toward community-based vocational training in actual job settings has prevailed in both the philosophy and practice of leading educational and rehabilitation professionals. Yet despite this trend and the success of many on-the-job training programs for the severely-disabled individual, vocational training and services to deaf-blind youth have continued to focus on preparing the individual for some type of sheltered work, if any at all. Although sheltered employment may be appropriate for many deaf-blind individuals, it would be unfair to assume that all deaf-blind youth are identical in their capabilities and potential for work, and to therefore limit those individuals who are able to function productively in a non-sheltered work environment or in a competitive capacity.

There are several reasons why vocational training for this population has been severely limited. First, there has been a widely held assumption on the part of both human service professionals and the business community that a deaf-blind person could not function productively or safely outside a sheltered employment situation due to the severity of his/her multi-disability. Second, because the deaf-blind population is a relatively low-incidence population, there has been a true lack of professional awareness and experience with this group, particularly on the part of those professionals and agencies who are responsible for servicing the deaf-blind individuals once he/she reaches the age of twenty-two. This latter point is especially pertinent in light of the fact that a majority of the deaf-blind individuals in this country were born during the rubella epidemic of the mid-sixties and are now rapidly approaching the age when they will leave the educational system to enter the world of work.

An Innovative Vocational Model for Deaf-Blind Youth

Project ADVANCE (Action for the Development of Vocational Alternatives and New Concepts in Education) is a three-year model project funded by the Special Education Program, U.S. Department of Education. Housed at Perkins School for the Blind in Watertown, Massachusetts, the model was developed in response to the growing need for a continuum of viable vocational options for deaf-blind youth. The project is exploring and developing a variety of alternatives for vocational training and service delivery to deaf-blind students ranging from sheltered work to competitive employment, with particular emphasis on community-based training in actual work sites.

The project is an outgrowth of the existing educational and pre-vocational programs serving deaf-blind students at Perkins School and is designed to include vocational training as a significant

component of the deaf-blind student's entire educational process, particularly as he/she ages from sixteen to twenty-one. Vocational staff work is implemented in close conjunction with classroom teachers and specialists in order to develop a viable and realistic vocational training program that will meet the individual needs of the deaf-blind students.

Students participating in Project ADVANCE range in age from sixteen through twenty-two. In addition to their visual and hearing impairments, most exhibit other disabilities including developmental delay, fine and gross motor limitations and behavioral problems. Overall, this group of deaf-blind students represents a diverse range of cognitive and interpersonal abilities. Characteristically, they tend to be those individuals in our education and rehabilitation systems who do not fall neatly into a particular category or classification where their needs are easily identified or met.

Project ADVANCE has formulated two major hypotheses: first, deaf-blind students can be more effectively trained in vocational skills and appropriate work-related behaviors at an actual job site rather than in a school setting; and second, deaf-blind students who would likely become sheltered workers can often be served better through structured work within industry rather than in separate segregated workshop settings.

As Project ADVANCE concludes its second year, twenty of the nearly sixty deaf-blind students who reside at Perkins School for the Blind are actively training on the job or have been hired by the host employer on a parttime basis (one student, upon her recent graduation, has been hired in a fulltime capacity by her employer). These students have filled a variety of job positions at ten work-sites in the metropolitan Boston area including production assistants and baker's helpers in a large hotel bakery and two industrial bakeries; food service personnel in a catering service and several restaurants; laundry worker in a restaurant; coin teller and file clerk at a savings bank; greenhouse workers; and maintenance personnel in an apartment building cleaning service started by the project.

The number of hours and/or placements each student works varies according to the individual's age and skills. Generally, as the student ages from sixteen to twenty-one, an increasing amount of his/her total educational time (up to fifteen to twenty hours per week) is used for off-campus vocational placements.

It is important to note that this group of students represents varying levels of independence in terms of both on-the-job work performance and mobility to and from the worksite. Several students are able to work and travel (walking, public transportation, or taxi independently. Others, who are able to function independently on the job, require assistance with transportation; and still others who work within a group of students supervised by one teacher, will probably always require supervised transportation and intermittent support on the job.

The vocational teacher's presence at the job site is an integral part of the success of any student placement. Initially, the teacher will work closely with an individual student or a small group of students at the work site to train for: (1) specific work skills required for each job task; and (2) crucial work-related behaviors (e.g. punctuality, acceptance of supervision, and appropriate interpersonal skills. Indeed, it is the development and maintenance of these critical work-related behaviors, rather than job-specific skills, that will often determine the degree to which

the student succeeds on the job.

In addition to training the deaf-blind students, a large portion of the teacher's time is used to educate and train the student's employer, supervisors and co-workers, almost all of whom have never interacted with a multi-disabled person prior to the student's arrival. The teacher functions as a liaison between the deaf-blind student and his/her coworkers, essentially "breaking the ice" and helping the coworkers feel comfortable with the student during work hours and break times.

The two most frequent concerns initially expressed by the student's employer and coworkers revolve around the issues of safety and communication. All the deaf-blind students who are placed in community work sites have had prior on-campus training in general safety procedures. On the job, the vocational teacher trains the student in safety precautions and regulations specific to the work environment and to any tools, equipment or materials the student may handle. When needed, a mobility instructor and occupational therapist are available to provide further specialized training or make necessary adaptations. The vocational staff also makes every effort to lay to rest concerns the employer may have about the effects of the employment of a disabled individual on his/her business insurance rates.

Communication poses the second major concern for the employer and coworker of the deaf-blind students. It is not crucial that the student be able to speak nor that a coworker have extensive sign language skills. What is most important is that the student is able to both tolerate and respond to alternative modes of communication. Equally important is the coworker's willingness to interact with the student in a manner other than speech. Here again, the vocational teacher as liaison acts as an interpreter, paving the way for understanding and mutual communication between the student and his/her coworkers. The teacher is available not only to instruct interested coworkers in sign language, but also to demonstrate alternative methods of communication with the deaf-blind students including pointing, gesturing, demonstrating (or "acting out") and writing notes. One creative coworker in a bakery devised his own unique way of communicating with the student by "writing" messages in flour that had been sprinkled on a work table!

Once the teacher senses that both student and coworker feel comfortable working and communicating with one another, he/she will gradually fade out direct supervision and encourage the student's coworkers to assume responsibility for communicating and supervising the student. Eventually, the teacher withdraws altogether from the work site. There is no predetermined time table for this process, as the interpersonal dynamics between a student and his/her coworkers are unique for each work site. However, vocational staff continue to provide and maintain consistent follow-up and support services in the way of onsite visits, phone calls, and the opportunity for employers and coworkers to participate in the student's work evaluations.

Conclusion

Why is comprehensive vocational training so important to the deaf-blind adolescent's development of viable work skills? Why does training in actual work sites produce more effective results for the deaf-blind adolescent?

Clearly, the development and implementation of a community-based vocational training program places many more demands on both

educational staff and students in terms of time, energy, sensitivity and flexibility in an ever-changing job market. Yet despite the initial investment of such a program, there are many long-term benefits from a number of viewpoints:

- Employers gain reliable, motivated and skilled employees with no expense incurred for training, supervision and followup support services. In addition, many employers have described the personal satisfaction they experience as a result of observing the competency and success of the deaf-blind student on-the-job, as well as the positive feedback they receive from their non-disabled employees and customers;
- The professional teacher has a unique opportunity to teach skills that are readily used and demonstrated, and to observe the success of the student's training through gainful employment in an actual work environment;
- The community at large experiences, perhaps for the first time, awareness of the capabilities of the deaf-blind individual and gains productive tax-paying citizens;
- And finally, the deaf-blind student has the opportunity to be integrated with nondisabled coworkers in an actual job setting where work demands are realistic and role models are more readily available. On-the-job training provides the student with a first-hand opportunity to experience and learn the subtleties of appropriate social and work behaviors, as well as specific occupational skills. Success on the job often leads to increased motivation and improvement in the student's self concept and raised expectations on the part of parents, family and human service professionals.

We are finding that there are many more work alternatives for the deaf-blind individual than had previously been thought, and with proper training, support and followup, deaf-blind individuals can indeed function productively and safely in these work environments.

It is critical that we make this early investment in the vocational education and training of the deaf-blind adolescent to provide him/her with those skills that will increase the likelihood for the least restrictive type of vocational placement and will facilitate successful transition to the world of work.

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The concept of the sheltered workshop in tapping the productivity of the multihandicapped blind has long been a topic that had engendered vociferous argument. Proponents of the concept have indicated that for some multihandicapped blind such workshops are the only satisfactory outlets for whom major support is needed on a long-term, if not permanent, basis. Those antagonistic to the concept indicate that such workshops violate the principle of mainstreaming and serve only as means to "sweep the problem under the carpet" and their existence is questioned. The problem is further complicated by the activities of those who support legislation that would mandate the minimum wage for all blind persons without regard for their productivity. Obviously, there are many whose views are considerably less polarized.

Two articles in this group deal with legislation related to the blind. The first is by Sorensen, a staff person in a private agency, who is involved with legislative affairs for those who are so handicapped. The second by Smith, analyst in a Federal agency, views the issue from the viewpoint of the government.

LEGISLATIVE INITIATIVES AND SHELTERED EMPLOYMENT A PRIVATE AGENCY VIEW

by

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During the 97th Congress, several legislative initiatives were introduced that, if passed, would have greatly altered the sheltered employment system in this country. Bills to mandate the payment of the statutory minimum wage to all blind workers; to integrate clients served in work activities centers; and to revamp the Javits-Wagner O'Day (JWOD) Act have captured the attention not only of the workshop community, but of consumer and rehabilitation groups as well. These topics are the subjects of this presentation.

Minimum Wage

Once again, several bills have been introduced into Congress that would mandate payment of the statutory minimum wage to all blind individuals regardless of productivity. This emotional issue is one in which much misunderstanding still exists. Under the Fair Labor Standards Act (FLSA), employers are permitted to pay handicapped workers a wage, based on individual productivity, that is commensurate with wages paid for like work in the same geographic area. The question needs to be asked, "Why?" The FLSA itself states that payment of the subminimum is in order to "prevent curtailment of opportunities for employment." Workshops for the blind affiliated with NIB now employ approximately 5,400 blind people, over half of which are multihandicapped blind. Mandatory payment of the statutory minimum wage would virtually eliminate employment opportunities for these clients. Without a heavy Federal or State government subsidy, many workshops simply would not be able to afford to employ the multihandicapped. The current system encourages employees to participate in the development of their maximal potential. Some leave the sheltered environment to work in the competitive market. Many, however, will never reach this point. We believe that it is far better to allow people to be productive -- to work -- rather

than to deny them work in order to meet an arbitrary wage level.

The bills, H.R. 852, H.R. 1949, H.R. 4867, and S. 2057 have not been seriously considered this 97th Congress. No hearings were conducted, and none are expected in the near future.

WAC Integration

Senator Don Nickles, Chairman of the U.S. Senate Labor Committee during the 97th Congress conducted a hearing on S. 2634. The legislation would allow the integration of clients in work activities centers with those engaged in regular workshop activities. NIB, in comments formally presented to Senator Nickles, expressed the concern that such integration could deny WAC clients much needed access to specialized rehabilitation services, and requested that the bill's language be amended to:

1. mandate that WAC clients receive such services, and
2. that the integration be on a permissive basis.

At this writing, S. 2634 has not been scheduled for markup, and, there is no companion or similar legislation pending in the House.

H. R. 6529

The most devastating piece of legislation introduced this Congress, from the standpoint of the workshop community, is Barry Goldwater Jr.'s so-called "Jobs and Business Opportunities for the Handicapped Act," that was introduced in June 1982. This bill, that purports to encourage upward mobility and, at the same time, save the government money would in fact, accomplish neither. It would only serve to dismantle an effective program and reduce opportunities for employment.

H. R. 6529 would eliminate the President's Committee for Purchase from the Blind and Other Severely Handicapped, and the 2 central nonprofit agencies (CNAs) that assist it in implementing the JWOD Act, namely, the National Industries for the Blind (NIB) and National Industries for the Severely Handicapped (NISH). It would transfer their responsibilities to an understaffed and underfunded agency within the Commerce Department.

The proposal would require new wage and employee quota requirements that would disqualify many workshops and make it nearly impossible for them to employ the multihandicapped. Technical assistance in the form of new product development, the life blood of JWOD, would be drastically curtailed, thereby halting advancements being made toward increasing jobs.

H. R. 6529 would allow for profit entities to compete for government contracts now reserved for nonprofit workshops. This would put the nonprofits in the position of competing with for-profits for the most capable handicapped workers -- the people who are now most likely to find employment in the competitive market. Again, the most severely handicapped and multihandicapped would suffer the most by being denied opportunities to work

Although there are 31 cosponsors of the Goldwater bill, no hearings have been generated and no Senate sponsor has come forth. NIB expects some form of the legislation to be offered in the 98th Congress. It is expected that most groups representing the blind and other severely handicapped will, once again, express their disapproval of the bill.

WORK ACTIVITIES CENTERS:
RELATIONSHIPS WITH REGULAR SHELTERED WORKERS

by

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Introduction

This paper presents information regarding the statute, regulation, and proposed legislation concerning work activities centers. The paper also discusses agency positions related to the integration of work activities center (WAC) clients and regular sheltered workers. Work activities centers are therapeutic programs for severely-disabled persons where work activity is used as part of the therapy. Sheltered workshops train and employ handicapped persons, and the emphasis is on production. In some locations, these programs are established in separate settings. In other locations, these two programs are operated in one setting, but there is currently a regulatory requirement that the two programs be physically separated. The issue under discussion is whether WAC clients and regular sheltered workers would benefit by integrating these two programs or whether such integration would be detrimental to one or both groups. A bill has been introduced that would permit both groups of workshop clients to share common workshop areas. A pro and con analysis of the issue is presented. The positions of the key governmental and nongovernmental agencies are also presented.

Background

The Department of Labor issues five types of certificates that authorize subminimum wages for handicapped workers. Certificates are issued for regular sheltered workers, work activities centers, evaluation, training, and individual rate. These five certificates allow handicapped individuals to engage in work related activities and to receive subminimum wages under specified conditions. Handicapped persons can be evaluated and trained or receive an individual rate certificate that allows them to earn according to their productivity. A certificate for a WAC authorizes payment averaging 25 percent of minimum wage for a group of severely-handicapped individuals. A certificate for regular sheltered workers requires that workers be able to earn at least 50 percent of minimum wage. Some sheltered workshops serve persons with various types of handicapping conditions whereas other workshops serve a single disability group such as persons with mental retardation, alcoholism, blindness, or mental illness.

The table below shows the number of certificates issued to sheltered workshops of all types and the number of handicapped individuals covered under each type of certification as of December 1981.

Sheltered Workshops: Certificates Issued and Individuals Covered

	Number of Certificates	Number (and Percent) of Handicapped Individuals
Regular Work Program	1,854	28,275 (14.5%)
Work Activities Center	3,656	135,403 (69.5%)
Evaluation	958----	22,736 (11.7%)
Training	1,061----	
Individual Work Certificate	8,411	8,411 (4.3%)
TOTAL	-----	194,825 (100%)

Source: Howard Ostmann, Analyst, Wage and Hour Division, Department of Labor.

As of December 1981, 194,825 handicapped individuals were served in 4,431 sheltered workshops certified by the Department of Labor. Only 14.5 percent of these persons were regular sheltered workers. The number of workshops is less than the number of certificates issued because many workshops have several types of certificates. Except for the individual work certificate, each certificate covers a group of individuals. For example, one work activities center certificate covers all the handicapped individuals in the work activities center.

Regular sheltered workers receive training and perform work in a production-oriented environment. These workers must be able to earn at least 50 percent of minimum wage to qualify as sheltered workers. Earnings are determined by the worker's productivity level. Handicapped individuals whose impairment is so severe that they are unable to earn 50 percent of minimum wage are placed in a WAC. Work activities centers are defined in statute 1/ to mean "centers planned and designed exclusively to provide therapeutic activities for handicapped clients whose physical or mental impairment is so severe as to make their productive capacity inconsequential." The Department of Labor has promulgated a regulation that interprets "planned and designed exclusively" to mean that a WAC is to be physically separated from areas of the sheltered workshop in which regular sheltered workers are employed.

The regulation 2/ defines "work activities center" as follows:

1/ The Fair Labor Standards Act of 1939, as amended, section 14(c)(3)(B).

2/ 29 CFR 525.2(c).

. . . a workshop, or a physically separated department of a workshop having an identifiable program, separate supervision and records, planned and designed exclusively to provide therapeutic activities for handicapped workers whose physical or mental impairment is so severe as to make their productive capacity inconsequential. Therapeutic activities include custodial activities (such as activities where the focus is on teaching the basic skills of living), and any purposeful activity so long as work or production is not the main purpose

Whereas the prime focus and purpose of a sheltered workshop is on training, preparation for employment, and maximum productivity, it is clear that the major purpose of the work activities center is to provide therapeutic activities. WAC clients may "work" on some of the same activities as regular sheltered workers, but the emphasis for the WAC client is on work as a therapeutic activity rather than a production-oriented wage-earning activity.

The issue currently under consideration is whether it is advisable to allow integration of WAC clients and regular sheltered workers. The National Association of Rehabilitation Facilities, the principal national organization of nonprofit rehabilitation facilities including sheltered workshops and WACs, favor a revision of the statute to allow such integration. Officials of the National Federation of the Blind, the National Industries for the Blind and the American Council of the Blind have raised some questions and concerns regarding integration of WAC clients and sheltered workers.

Chronology of Events Related to Intermingling
of
Work Activities Center Clients and Regular Sheltered Workers

The following events have occurred that establish current positions of key governmental and nongovernmental agencies regarding the integration of WAC clients and regular sheltered workers.

1. On September 11, 1978, the National Association of Rehabilitation Facilities (NARF) requested, of the Solicitor of the Department of Labor, an interpretation of the statute regarding physical segregation of WAC clients and sheltered workshop clients. It was the position of NARF that the regulation, that requires a physically separate work activities area, goes beyond the statute. The following reasons were given by NARF for petitioning for a change in the regulation to eliminate the requirement for physical segregation.

- ° Physical separation is deemed by many in the rehabilitation field to be detrimental to the development of severely-handicapped people.
- ° According to legal counsel retained by NARF, there is no statutory requirement that WACs be physically separated from areas in which sheltered workers are employed or trained.
- ° Section 504 3/ prohibits discrimination of "otherwise eligible" handicapped individuals by recipients of Federal financial assistance.

3/ Section 504 of the Rehabilitation Act of 1973, as amended.

NARF raises the issue that segregation of WAC clients may not be in conformance with section 504 requirements.

2. On March 12, 1980, the Office of Civil Rights of the then Department of Health, Education and Welfare (DHEW) communicated the following to the Civil Rights Division, Department of Justice:

- Segregation of WAC clients and sheltered workers does not violate provisions of the section 504 regulation because the Fair Labor Standards Act (FLSA) authorizes the Secretary of the Department of Labor to promulgate regulations to provide for the employment of handicapped persons in work activities centers.
- However, although the Department of Labor (DOL) regulation does not violate section 504, the Office of Civil Rights finds the regulation unduly restrictive and contrary to Congressional intent in enacting section 504.
- The Office of Civil Rights (then-DHEW) "urges DOL to liberalize its interpretation of the FLSA and not require, in all cases, the physical separation of all sheltered workshop and work activities center clients." The then-DHEW urged reinterpretation of the law to permit maximum flexibility with client needs while maintaining compliance with the FLSA.

3. On October 8, 1980, the Solicitor of DOL communicated the following to the Assistant Secretary for Employment Standards, DOL:

- A thorough reexamination of the issue of segregation of WAC clients and sheltered workers produces the conclusion that WACs and sheltered workers were intended by Congress to be separated physically.
- There is no violation of section 504 because the severely-handicapped persons served in WACs are not "otherwise qualified" for the sheltered workshop program due to their inability to perform consequential productive work, i.e., to earn at least 50 percent of minimum wage.

4. On January 13, 1981, the chairman designee of the Inter-agency Coordinating Council 4/ transmitted a resolution adopted by the Council:

- The Council "believes that sheltered workshop and work activity clients should be integrated on a permissive basis and recommends section 14(c) of the FLSA be amended to permit integration."

4/ The Interagency Coordinating Council was established under section 507 of the Rehabilitation Act of 1973, as amended. It is the function of the Council to coordinate Federal Agency compliance with Title V of the Rehabilitation Act.

5. On June 16, 1982 legislation was introduced that would amend the FLSA to permit WAC clients to work in common areas with regular sheltered workers.

Proposed Legislation: S. 2634

On June 16, 1982, Senator Nickles introduced S. 2634 that amends the FLSA to permit WAC clients to work with regular sheltered workers in any area of the sheltered workshop. This bill would repeal the current definition of "work activities centers" and put in its place a definition for the term "work activities programs." Section 14(c)(3)(B) would read:

For purposes of this paragraph, the term "work activities programs" means programs which provide therapeutic activities for individuals whose physical or mental impairment is so severe as to make their productive capacity inconsequential.

The key language in the Act which would be removed by the bill is the phrase "planned and designed exclusively." It is this language that the Department of Labor has interpreted to require that WAC clients are to be physically separated from regular sheltered workers within the sheltered workshop. It is, therefore, the intent of the bill to amend the Act to permit WAC clients and regular workshop clients to share common workshop areas. The bill would maintain recognition that the function of the work activities programs is to provide therapeutic activities and that the productive capacity of individuals in the work activities programs is inconsequential.

Pro and Con Discussion

Generally, S. 2634 is supported by organizations advocating increased flexibility to allow expanded work opportunities for some severely-handicapped persons currently restricted to WACs. Regular sheltered workers are seen as good role models for the WAC clients. Supporters of this bill also seek administrative simplifications to reduce the costs of operating a sheltered workshop.

Agencies, concerned about the effects of the bill, take the position that the integration of WAC clients into the production areas of the workshop could have the effect of decreasing overall productivity, thereby reducing wages of some of the more productive workers. In addition, there is concern that the ancillary services needed by WAC clients would be more difficult to deliver if the WAC client were working with regular sheltered workers, especially in assembly line operations.

The National Association of Rehabilitation Facilities, the major national organization pursuing a change in the statute to allow integration of WAC clients and sheltered workers, favors the bill because it is thought that separation of work programs impedes the efficiency and productivity of workshop programs. 5/ According

5/ Woodlawn Center, a sheltered workshop and WAC in Logansport, Indiana, integrated WAC clients into the regular sheltered workshop to save space and money. This was done by obtaining individual rate certificates for each WAC client. According to a March 5, 1981 communication to NARF, the results were increased efficiency with regard to use of space, financial savings, and improved self-esteem among the former WAC clients. Productivity of these clients is reported to have increased significantly.

to officials of this agency, the segregation of severely-handicapped workers in WACs denies them the opportunity to benefit from faster pace role models represented by faster pace workers and restricts work opportunities for WAC clients. Social interaction is limited, according to this view, and physical separation of severely-handicapped clients in WACs tends to stigmatize them. It is thought that this separation of workers is a violation of the spirit, if not the letter, of section 504. Also, reduced budgets are forcing staff reductions that make it more difficult to provide personnel for services to WAC clients. A spokesman for the National Industries for the Severely Handicapped also supports integration of WAC clients and regular sheltered workers because it would simplify workshop operations and offer increased opportunities to the more productive WAC clients.

Concern regarding S. 2634 has been expressed by officials of agencies for the blind.^{6/} It is generally thought by these officials that blind persons are among the most productive in the workshop and a major issue of these organizations is assuring pay for blind workers that is commensurate with their high productive output. These officials state that the integration of WAC clients, who are generally mentally retarded, with regular sheltered workers, who are generally physically handicapped, could slow production and jeopardize the wages of the higher producing clients. This could be especially problematic on assembly line work where individual productivity depends on the speed of other persons on the line. Some officials also believe that the therapeutic services required by WAC clients would interfere with production and would be difficult to deliver to WAC clients working outside WAC areas. In addition, officials see potential conflict due to the disparity of wages paid to WAC clients and regular sheltered workers. If such persons are working side-by-side, the WAC client may resent the higher wage paid to the regular worker. WAC clients may require closer supervision than can be provided in the regular workshop where the emphasis is on production rather than on work adjustment or therapeutic services.

A recent report ^{7/} of the General Accounting Office (GAO) addressing employment opportunities and the Fair Labor Standards Act does not directly discuss the issue of integration of WAC clients with regular sheltered workers. The major finding of the GAO in this area is that the minimum payment for regular sheltered workers (50 percent of minimum wage) has not assured a minimum standard of earnings for handicapped persons generally. This is because persons employed under the regular certificate are those whose wages, based on their individual productivity, would seldom

^{6/} Telephone interviews were conducted with officials of the National Federation of the Blind, National Industries for the Blind, and the American Council of the Blind the week of July 1, 1982. The comments reported represent a synthesis of reaction to S. 2634

^{7/} U.S. General Accounting Office. Stronger Federal Efforts Needed for Providing Employment Opportunities and Enforcing Labor Standards in Sheltered Workshops. Report to the Honorable Barry M. Goldwater, Jr. by the Comptroller General of the United States. HRD-8199, September 28, 1981. Washington, 1981.

fall below the Federal subminimum. Persons earning less than 50 percent of minimum wage (the majority of sheltered workers) are given alternative certification and paid accordingly. The number of exemptions from the 50 percent minimum wage is greater than the number of persons earning at or above this minimum. The staff resources involved in reviewing applications and issuing certificates are considerable. For these reasons, the GAO has recommended that the Fair Labor Standards Act be amended to repeal the five types of certification and replace them with a single certificate for each workshop. This certificate would authorize the payment of subminimum wages to handicapped individuals based on their individual productivity. All language related to work activities centers would be repealed. But, as of this writing, there has been no legislation introduced that would implement this recommendation of the GAO.

ACCOUNTABILITY AND PRODUCTIVITY AND THEIR RELATIONSHIPS
TO THE BLINDNESS SYSTEM AND BUSINESS

With regard for the type or extent of a handicap, the function of vocational rehabilitation is to evaluate the optimal skills of the clients and to provide them with marketable skills. In other words, those involved in vocational rehabilitation are accountable to provide the skills that enable the client to be productive in the work enterprise. But, the productive capabilities of the handicapped person must be recognized by business and industry so that there are minimal qualms about employing them. This necessitates a dialogue between those in vocational rehabilitation and those in the business enterprise. From the viewpoint of vocational rehabilitation, the dialogue must describe what the capabilities of the handicapped client are and how they can be used. From the viewpoint of the business enterprise, there must be some accommodation and adaptation of the work site to enable the handicapped to be maximally productive. There are two articles in this section that deal with the topic. The first is entitled "Partnership Between the Blindness System and Business." It was edited by Henry B. Stern who was moderator of a session at the Orlando Conference of the AAWB in July 1982 and synthesizes comments made by Jay Rochlin, a human resources manager, American Telephone and Telegraph Company, and Charles Harris, program manager for Equal Employment and Affirmative Action Program of IBM's General Products Division. The article is followed by some elements of the discussion session. The second article by Sterling entitled "Placement: A Management View" focuses more directly on the two terms "accountability" and "productivity."

PARTNERSHIP BETWEEN THE BLINDNESS SYSTEM AND BUSINESS

by

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Introduction

(Note: the initial narrative consists of a series of more or less discrete principles that apply to concepts that are related to the tape of the session. They introduce the presentations of the two speakers.)

The partnership between the blindness system and industry and business in order to advance the employment prospects of blind and visually impaired persons implies a reciprocity in relationships.

We must both raise sights with respect to our understanding of the potential productivity of blind and visually-impaired persons in the workforce.

Both the blindness system and employers must seek new reality-based means of working with blind and visually-impaired persons as well as for them.

Given the rate of change in kinds of work available, and likely to be available, we need new understandings of what "job readiness" is and how these differ from merely the arithmetic total of personal adjustment and specific work skills.

Perhaps the greatest challenge for us as professionals in the blindness system is to take the term "productivity" and change it from an abstract term to one that must be "the bottom line" for us as well as the entrepreneur, the employer.

As professionals in the blindness system look at business in the coming years, aside from a concern for the possibility of a massive economic downturn, the worst we have had since 1980, one must respond to the following questions:

How can we help to inspire inner-generated employment initiatives from employers.

How can we find cost-effective ways to better understand the policies and programs of industry, business and commerce that directly or indirectly affect our "marketing and employability of blind and visually-impaired persons"?

How do we deal, on more than a one-to-one basis, with the still pervasive ignorance of the community at large with respect to blindness and the potential of blind and visually-impaired persons....do excuse the strength but necessity of the word "ignorance".

How can we expand the partnership of concern from the blindness system and employers in the competitive labor market to include labor unions, as employers and advocates, and with Government-As-Employer. The Federal government remains the single largest employer in the United States.

In addressing all these questions, one needs appropriate knowledge, understanding and skill to take a leadership role as a professional in behalf of multi-handicapped blind persons. Although their basic-care services and entitlements are vital, maximizing their human potential requires new kinds of attention to work whether in a work activity center, an industrial-oriented sheltered facility, or blue collar or white collar work in the competitive labor market. More job-sharing, parttime employment and work-at-home should be investigated.

The companies represented at this session here at the AAWB conference in Orlando, Florida are among those with whom we must establish even closer linkages and relationships:

Both AT&T and IBM are international corporations in which high technology activities are the life-blood of expansion in work opportunities.

They are among the larger companies that have the resources to help make blind and visually-impaired persons fully-productive.

Both have established, actively functioning Affirmative Action/Equal Employment Opportunity programs.

Both have developed sensory aid products of importance to our clients.

Both are striving to develop the most positive attitudes within the many units of their corporations. They both internally market "handicapped employment". They have clear statements of policy.

Now let me identify my two colleagues who are on this panel. On my left is Jay Rochlin, who is a human resources manager, American Telephone and Telegraph Company from the corporate center in Morristown, New Jersey. I will never forget his address which is "1776 on the Green". Could anyone forget that address in Morristown, New Jersey? I have images of George Washington running through his office on a weekly basis.

On my right is another colleague, Charles Harris, who is the program manager for Equal Employment and Affirmative Action Program of IBM's General Products Division in San Jose, California. I'm especially appreciative of Charles who is with us, not quite "at the last minute", but almost so because of some reorganization at the Corporate Affirmative Action Department of IBM. He has graciously agreed to step in and we appreciate his being with us.

Jay Rochlin, AT&T

Thank you. I'm happy to be here today with all of you. Reentry to civilization has been a little tough for me. I just returned from a five-week vacation, 21 days of which I spent paddling a wilderness river in northern Canada and ended up in Hudson's Bay. There are more people in this room than I have seen altogether for three weeks of that journey. So culture shock and reentry are taking its toll. But, now back to reality. First, let me explain my job. I am a member of the AT&T corporate human resources staff, responsible for developing our Affirmative Action program for handicapped individuals and veterans as well as the policies necessary to implement that program. I interact with other staff organizations at AT&T, the various Bell System Companies and many of the national organizations of, and for, disabled people. I am not directly involved in the hiring and placement of people. I work with policies.

I am pleased to be here and talk on a subject about which I have some strong feelings, namely the partnership between business and rehabilitation. Last September I had the opportunity to speak at the annual meeting of the National Rehabilitation Association in Indianapolis. The title of my presentation was, "Rehabilitation a Vital Partner to Business". I believe there is a real partnership that needs to be established between the rehabilitation community and the business community. I'd like to talk a little bit about that...from my perspective as a businessman.

As I see the business of business is business. We're not rehabilitation professionals. We don't want to be and we never will be. But, we need the assistance of rehabilitation people if we are going to do an effective job of employing disabled people. Just before I went on vacation, I was talking with someone who asked me the question, "Why is AT&T so interested in hiring blind people?" My answer was that AT&T isn't interested in hiring blind people. AT&T is interested in hiring people who are qualified to do its job, and if some of those people happen to be blind, that's not the issue. If they are qualified they'll do the jobs. I think the key is that business is looking very hard for people who are qualified to do the jobs that are there. Many businesses have come to recognize that disabled people represent a large pool of qualified individuals. However, they need assistance from the rehabilitation profession in placing and upgrading those people.

I believe that business needs to understand and learn what kind of services are available from the rehabilitation profession in the area in which the business operates. Rehabilitation needs to understand what kind of jobs and what kind of training are

needed in those businesses. I think the relationship has to begin in a period of calm. By that I mean, not the time when business runs to rehabilitation saying, "We have an employee that we're trying to place in another job, can you help us?" Nor the time when rehabilitation comes to business saying, "We have this person we'd like you to employ." I don't think either situation is a good time for one party to learn about the other party and what it needs, or what it can offer.

I strongly suggest that business and rehabilitation get together when neither one is asking anything of the other. Make the contacts, establish the relationships and then, when there is a need for either party to contact the other, it's not a threatening situation.

Perpetuating many of the old stereotypes is another issue about which I think both business and rehabilitation are guilty. I receive calls from around the Bell System that sound something like this "Can you give me a list of jobs that blind people can do?" I respond "No, I can't do that." But, still some of the old stereotypes are perpetuated in business. And, there are some of them that are still being perpetuated by rehabilitation, by virtue of the jobs for which people are being trained. Remember that the world of work is changing very dramatically and jobs are changing very dramatically. Our planning and employment people tell me that traditional jobs in the Bell System, and jobs that have been there forever, i.e., telephone installer, and repair technician, are rapidly disappearing. They're becoming casualties of new technology and the way that we're reorganizing. The real opportunities, for instance, in the Bell System are going to be in the area of computers and terminal-using devices. It's important for rehabilitation to get out and do surveys to determine where the jobs exist. Again, make those determinations at a quiet time and not in a crisis.

Business needs lots of information about accommodations, and specifically those that will overcome different kinds of limitations. Let me give you my response to that question "Can you give me a list of jobs blind people can do?" I tell people I can't give a list of jobs, but I'll be glad to provide a list of accommodations that will help someone overcome limitations caused by a disability. That's the kind of information business needs. If there are aids that will enable a blind person to type it really doesn't make any difference what job is being considered so long as the accommodation is keyed to the duties of that particular job.

Let me say that one of the things we are attempting to do throughout the Bell System is shift and focus from disability to ability. We don't pass information about a person's disability to personnel people, employment people or managers. When applicants are processed through our employment system, we ask our employment people to look at people as individuals and first determine what their qualifications are. We tell them to "forget about the disability, except to the extent that they may have to accommodate the limitations in the qualification process and determine if the person has the necessary qualifications for the job. Then, if they have the qualifications, deal with the limitations and what accommodations might be necessary. Involve the applicant in that discussion, take him/her on job tours; let him/her see the job, and see what has to be done." In many cases, even with this interaction between the company employment person and the applicant, additional assistance is still needed. That's when we advise our companies to seek professional help from the rehabilitation people in the area with whom they hopefully have already established relationships.

Invite them in to assist the company in whatever needs to be done in placement.

Throughout the Bell System we have revised our medical procedures. Our doctors no longer provide medical diagnosis or information about a person's disability to personnel or to a supervisor, unless at some time emergency treatment may be required. The information our medical personnel provide is in terms of functional limitations only. For example, if a person can't lift over 25 pounds, that is what we must attempt to accommodate. We don't accommodate the weak heart, bad back, or whatever else it may be that causes that limitation. Thus we focus on limitations and what must be done to accommodate those limitations, and, we do that on an individual basis.

One of the major concerns that exists in business today about which you rehabilitation professionals in the blindness system need to be aware is advancement on the job. Some state rehabilitation people need to become more involved with the issue of upward mobility in a corporation. For business, upward-mobility-placement is equally as critical as the initial placement. Yet, the reports I get from many of our companies around the country indicate this issue is not being addressed. Many times the companies get assistance from rehabilitation people in making the initial placement. But a year and a half or two years later, when the individual wants to move to another job and the rehabilitation agency is contacted for assistance, too often the response is, "we're sorry, but our charter doesn't cover upward mobility. Our job is to place people. We can't help with that." There's nothing I know of that turns business off faster than that kind of a response. For us, and probably for many other businesses the initial placement of severely-disabled people is relatively easy.

I don't want to oversimplify this but there are lots of entry level jobs in which disabled people can be placed. The real challenge to business comes with upward mobility. Anyone who enters our business, whether able-bodied or disabled, usually begins in an entry level job. Generally they're happy in that entry level job for a period of time, but after a period of time they ask, "Where do I go from here?" A disabled person has the same desires, and the same ambitions as anyone else coming into business. This is a very critical time for both business and the employee. It's another situation when the business-rehabilitation relationship must work.

Let me share one other area that from my perspective is important. This is the issue of job modification versus job restructuring. Many people use these terms synonymously. I don't. To me they're very different. I define job restructuring as changing the duties of the job and job modification as changing the way the work is done. Job restructuring in a corporation with a union may be difficult to accomplish. As a result adopting a policy of job restructuring to place disabled people may be very difficult. We do restructure jobs, but we do so on an individual case-by-case basis. What we adopted as the strength of our affirmative action program is an aggressive approach to job modification. That is changing the duties of the job. But even that's somewhat difficult and has been for our organization. The Bell System, if any of you know anything about us, is a practice-oriented business. We have practices upon practices. I jokingly tell people that if you looked hard enough in our practices, you'd probably find one that would tell you how to sharpen a pencil. And, if you did, it probably would say something like, "Pick the pencil up in your left-hand and insert it in the sharpener, grasp the crank with your righthand and turn it in a clockwise motion." That's not to say

that someone who is lefthanded, or someone who only has one hand can't sharpen a pencil. But, they wouldn't do it as stated in the practice. We have been promoting the concept that disabled people should be allowed to do their job any way they can, so long as it is safe. We encourage acceptance of the fact that doing that job in "any other fashion" may be effective even though it may be different from established practices.

An example I frequently use to express the above idea actually happened in one of our Bell System companies. The personnel organization hired a woman who has quadraplegia to be a telephone operator. She was to work at an electronic console that has 80 buttons many of which must be depressed to process a call. She uses an electric wheelchair but has very limited use of her hands and arms. For support she wears a metal handsplint on her right hand and wrist. The only way she can operate the buttons is by picking up a pencil between the thumb and index finger on her lefthand, which she places in a clasp on the handsplint and uses the rubber eraser to depress the buttons. When she was hired and reported to work, local management became very concerned. The building was fully accessible and they had no difficulty accepting her using a wheelchair. What caused their concern was her use of the pencil. They had a practice prohibiting the use of pencils. The issue being that such a procedure would cause too many errors. Well, I won't bore you with all the discussion that took place. I'll just tell you that she has been an operator for two and a half years and is probably one of the most accurate and efficient operators in the office. And yes, she uses her pencil. Yet they still have a rule in the office that operators do not use pencils to key and, from my perspective, that's okay. Allowing the disabled operator to use a pencil does not compromise the rule because the law requires us to make reasonable accommodation to the limitations caused by a person's disability. That's exactly what has been done in this case although I jokingly told the manager in the office that if she does so well with a pencil, maybe he ought to let all the operators use pencils. Be that as it may, they still have their rule. The important thing is that the disabled operator does a very effective job, even though she does not operate by the book. That's something that business must come to accept. Rehabilitation professionals in the blindness field and in other areas must understand that many businesses have detailed practices. Therefore, when you suggest something other than the traditional way of doing the job, realize that you may run into some resistance. However, I would advise you to stick to it because it is a reasonable way to accommodate a disabled person.

Let me present a different concept about accommodations that may be helpful to you. I think you need to deal with business from a business perspective. Don't address business with the social or moral reasons for hiring disabled people. Come from the business point of view...from the standpoint that accommodating a disabled person is nothing new to the way business has operated for years.

For example, in my building in Morristown, our secretaries type on the product made by my cospeaker's firm IBM Selectric typewriters with correction features. However, they could type on old manual machines and get the job done. We pay a considerable amount more for each one of those Selectric typewriters. We do that because the secretaries are more efficient using them. It's the same thing with copy machines. I remember the day in our business when secretaries typed eight copies with carbon paper. That's not done anymore. They go to a copy machine and they make 50 copies. It's more expensive, but more efficient and productive. My perspective about providing accommodations to a disabled person is that the

accommodation makes him or her a more efficient worker. From a business point of view, that's what managers should be addressing. We should be concerned with getting the most efficiency and the most productivity out of the people who are doing our jobs. So, if we provided a visually-disabled person with an accommodation, and he/she is more efficient and more productive, that's great. We've provided accommodations to able-bodied people for years, and we still do it whenever it will make them more efficient and more productive. You have to try and help business see the efficiency in providing accommodations to disabled people.

Let me close with reference to another important area and Hank (Mr. Stern) touched on it -- the area of technology. We are entering a period when technological advances are absolutely incredible; technological advances that enable us to place people with disabilities in jobs that heretofore were never even considered possible.

For example, we have a residence telephone installer in one Bell System company who is totally deaf and does not speak. He has been installing telephones on his own for three and a half years and doing an outstanding job. We were able to accommodate him because of the technology that exists today and at the very modest cost of \$2400.

In January of next year we will begin installing, throughout the Bell System, interface equipment that will enable blind people to become telephone operators. Using paperless Braille and speech technology they will be able to operate console that currently processes all information visually with lights and LED displays. We think it is a most worthwhile project that over the years will provide additional job opportunities for totally blind persons.

Thank you.

I'm delighted you asked me to take part in this panel discussion. All of us agree, I know, that few things are more important to the health and vitality of American business than its understanding of and commitment to integrating handicapped workers into the work force. It's not only the right thing to do...it also makes good business sense, as our experience at IBM has shown

The IBM Handicap Program is a natural extension of the first basic principle of the corporation -- "Respect for the Individual." It's a simple but powerful idea that if people are respected, and helped to respect themselves, the company will profit, the people will profit. Both will grow. At IBM, the commitment to handicap programs goes back many years to the very beginning of the company. And in 1942, in a Topeka, Kansas IBM branch office, a formal training program was started to teach typing and key punch to individuals with Cerebral Palsy. A year later, in New York City, another training center was established, primarily for blind persons. Skills in typing, dictation and transcription were taught by instructors who were also handicapped. By the end of the program, more than 600 persons had successfully completed the course.

Over the years that corporate tradition has continued. Ten years ago, in 1972, the company initiated a major program to train and place severely physically-handicapped persons as entry-level computer programmers, a program that has expanded to 20 training centers throughout the U.S....with additional centers in various stages of development. IBM's support of this program includes feasibility studies, curriculum development, student evaluation and placement. Through 1981, the program has graduated more than 650 students, with an 83 percent placement rate.

The company has also been heavily involved in the training of deaf college students through summer work experience. And, it has taken a lead in accommodating persons with disabilities through job and equipment redesign, as well as modifications to buildings. It has further developed new products and modifications to existing products...ideas that have come from many sources...the handicapped employees themselves, who are in entry-level as well as senior management positions.

As of July 1982, in IBM, we have almost 10 thousand handicapped employees. Of that number, 471 are blind, 12 are blind in one eye, 21 are partially blind, and 54 are legally blind. Let me give you some examples of how the company has integrated its blind and partially blind employees into the work force...and how they do their work.

These are examples that show that a handicap can be overcome...that a handicapped person can contribute to the company's success...can advance in a company...that the important concept of teamwork makes a big difference.

For example:

A programmer who is blind moved up to the position of development analyst.

A manager of an assembler who can neither see nor hear communicates by writing instructions with an index finger in the employee's palm. With devices that have been designed to assist the employee in doing the job, this employee has consistently assembled parts faster than many non-handicapped peers.

A blind junior programmer uses an Optacon to read print and material displayed on terminals at the rate of 22 to 25 words per minute.

A blind person's peers eliminated safety hazards in a warehouse by keeping work space areas neatly organized.

To aid a blind employee, the manager of a soldering operation substituted oral-recorded directions for written instructions. The employee could then produce wire panels in normal quantities without unusual supervision.

An analyst who is blind has incoming correspondence read into input processing equipment by the word processing center to facilitate listening.

A creative accommodation was devised to aid an assembler whose impaired vision made it difficult to identify various pieces on the work bench. A white top was installed on the bench. The contrast between the bench and the pieces helped the person to distinguish among the pieces.

And it isn't only this kind of creativity that we've been using to overcome the handicap of blindness. IBM also developed a variety of products for the blind or partially blind.

For example:

A typewriter that prints in braille, for those who wish to communicate with blind people.

Recordings played on IBM dictation equipment to instruct blind typists in the operation of the magnetic card selective typewriter.

IBM interchangeable braille embossing head on a printer that creates textbook-quality braille from the computer.

Programs that emboss braille characters for blind readers by plotting periods of computer print-out sheets.

Brackets that attach ribbed elastic to a computer printer to produce low-resolution but readable braille.

Software packages which permit the user to translate IBM publications and manuals into braille by use of machine readable magnetic tapes.

IBM also encourages the use of a wealth of readily available commercial supplies...

Phone holders for blind typist to take dictation over the phone...

Opauing fluid for tracing charts which allows a blind analyst to feel the raised surface...

Marking pens that permit the visually impaired programmer to write oversized lettering...

Easel chart paper to replace conventional sized sheets, for blind programmers...

Magnifying glasses for those with limited vision...

Brighter lighting fixtures for those with poor vision...

Buzzers to replace warning lights for blind inspectors.

And some IBM programmers employ sophisticated, special purpose devices. One of these is the Optacon reader for blind people, a hand-held scanner which reads character images and sends impulses to a pad of pins. The vibrations on these pins form images which can be easily identified through touch.

Some visually-impaired administrators use a compact close TV system with a zoom lens that magnifies the text.

So, from our experience at IBM, we see the potential for blind persons in business to be great. People working together... using their imaginations...making use of new products. Again, it's respecting the individual for his or her individuality. Last year, during the International Year of Disabled Persons, some of the myths and prejudices about the handicapped were dispelled and the consciousness of society in general was raised. The goal of all of us in the 1980's is to continue that kind of direction...to prepare increasing numbers of disabled workers to take their constructive place in the world's work force.

Today, in addition to its responsibility as a corporate citizen and the legal obligations, IBM sees a business need to fully develop all resources to meet the skill requirements of the company.

In so doing, those with handicaps represent a vast storehouse of talents and abilities necessary to the work force if we are to keep our nation and the economy moving ahead. We know the potential is there...we know the imagination is there...we know teamwork is there. What we need now, I believe, is to continue to work to dispel myths and prejudices about what blind people can do. The evidence that we have so far proves that the potential is there...and that it can be done. It's up to us to let people know about...and to make the business world receptive to...the abilities of the blind and visually impaired person.

We've come a long way in a relatively short time. By stressing what has been done and what blind and visually impaired persons can do, we can go much, much farther.

Thank you.

Discussion Session

Harry Magee (Florida Division of Blind Services): Hank, I wonder if you might want to say a few words about the Fortune-500 meetings that AFB has conducted in various places around the country. We had one down here in Florida last year that ties in pretty much with the thought of making Florida contacts during the "period of calm."

Stern: I'll mention a few words about it, Harry. I much rather questions be directed to our two panelists. But, AFB, in cooperation with a number of local and state agencies around the country has convened meetings to which we invited high- and middle-level company people to sensitize them, to let these companies know that technical assistance is available from the blindness field. There have been about five such meetings in the last three years reaching about 80 different Fortune-500 companies. We have looked for leads and to open doors, and to begin job development relationships. Many of us at AFB who have cosponsored such meetings have found that these are

useful to initiate employer accounts.

There've been a few unusual ways we've conducted these meetings. We've by no means invented the wheel, but we have involved one large company to sponsor meetings to which we invite other companies. The special role that we as professionals have at these meetings is important. We've develop a few special approaches to these employers' meetings which we'd be glad to share. For the remaining few minutes that we have I'd like you to direct your questions to Charles and to Jay.

To a question from the floor in which the word "audits" under Affirmative Action and "complaints" were used synonymously, Mr. Harris said: I think we ought to stress that an audit does not equal a complaint. An audit is complying with regs.

Let me explain something. Each government contractor is bound by the Rehabilitation Act of 1973, and there are various laws pertaining to government contractors. Each government contractor must have an affirmative action program for handicapped employees. They do various things that are referred to in periodic audits. The first thing the government requests is for the listing of jobs that last over three days and pay less than \$25,000 per year. You have to give this listing of every job to the state employment development department in your state. That state agency is supposed to give it to the handicapped agency for the visually impaired, the hearing impaired, and other handicapped. The rehabilitation agency then is supposed to forward their disabled clients to that government contractor for consideration for employment. The second thing they look for the number of handicapped employees that are on the payroll. If you don't have any handicapped employees on the payroll and you have provided the list, you still fail to comply. The third thing asked is if good accommodations have been made for the disabled employee, either with respect to equipment or accessibility. If you have and it's reasonable, then you can pass the audit. It's just a matter of business. You know if you want to pass these audits and continue to be a government contractor, you have to do those things.

Jay Rochlin: I don't know if this will shed any light, but a couple of years ago, I think it was about 1980, I was in Washington and heard then Assistant Secretary of Labor, Ellisberg speak. He compared where he thought the nation was in in 1980 with respect to employment of disabled people with where the nation had been in 1970 with employment of women and minorities. I thought about what he said, and I agree with his chronological perspective.

But, there is one thing I believe is significantly different between the two situations. In the late 60's and early 70's, businesses in this nation were aware of the problems of women and minorities, but didn't want to fix them. It took the law to make business respond. I think that now in the 1980's, with respect to employment of disabled people, business would like to address the problems, but doesn't know how. That's a very significant difference. Rehabilitation people can help business find the way. Although you'll run into some rigid people you'll probably get a better overall reception in this area if you offer real help.

Stern: "Before more questions," as they say on TV, we'll pause for a commercial message. I hope all of you will stop by the AFB booth for a copy of the pamphlet I'm holding in front of me called, "Visually Impaired Professional Personnel". It was published by AFB with the cooperation of the Xerox Corporation. Although we're concerned at AFB with the whole range of employment possibilities for blind and visually-impaired persons from entry level jobs to the

executive suite, this particular publication is concerned largely with professional and managerial and technical level jobs. It is primarily addressed to the larger employer, such as the companies represented here today.

I would like to invite each and everyone of you to get a copy of the remaining things we have here. Also, "Visually Impaired Professional Personnel" will be available from AFB on cassette tape some time in the Fall.

Louise Rosin: I would like to think that one of the New Jersey sponsored students was hired on campus because IBM's information program and by its giving equal opportunity to disabled candidates. One such client from the New Jersey Commission is a totally blind person who is going to work at IBM in the next couple of weeks.

Stern: We're delighted because in the blindness field a statistic of one is a most important statistic, isn't it?

Rosin: Let me tell you I'm sure that person was hired because of his ability. The Talking Typewriter* that some of you are familiar with was initially developed by a blind IBM engineer.

Carl McCoy: (Florida Division of Blind Services): I appreciated some of the remarks I think made by Mr. Rochlin of AT&T about the fact employers are not looking to hire blind people, they're looking to hire people who can do the job. Certainly we've had our share of success with these two companies and a number of others. Still there are very large employers where we simply can't get our foot in the building. I wondered if you had some suggestions to give us, some clues as to how we can get such companies to recognize we have potential qualified employees to refer:

Harris: There's a federal law which states that employers who are government contractors must have an affirmative action program and there are federal agencies whose job it is to enforce these laws. I would recommend that you contact the employers, and if that doesn't work, contact the federal agencies that are responsible for conducting compliance reviews. We had 600 or so reviews and we are reviewed every year. We would not be at all unhappy if they went to some of the nonconformists (laughter).

Stern: If I could just pick up from Carl McCoy's question: many of us who do job placement earnestly support the very legislation to which you refer. But most of us in the Blindness Field who do job placement want to be associated with you, if you will, as personnel people on the other side of the table from you, rather than law enforcers, even though we are in favor of the law. Does this not change the kind of reaching out to these larger companies if this becomes the first thing we do? I raise this as a devil's advocate in this question. We want to be personnel people in behalf of, and with, blind persons rather than law enforcers.

Harris: I would recommend that you first contact the company without the threat of a government agency. And, then, when you're not successful, that's what the government agency is for. (In response to a question about IBM's practices Mr. Harris said): In 1940, Mr. Watson, who was the founder of IBM, received an award from

* IBM Audio Typing Unit

President Franklin Delano Roosevelt for his work in training disabled people. Since that time, IBM has been a member of the President's Commission on Employing the Handicapped. And, every manager in IBM is given a performance rating at least once a year. One of the items he is rated on is Equal Opportunity and Affirmative Action for the handicapped. You received your salary based upon your rating, and if you don't do very well on these areas, your rating goes down and your salary goes down and it hits you in the pocketbook. So, we don't have any problems.

Harris: The Electronics Industry Foundation has as many as 6-10 Projects with Industry around the country. If any of you are interested in being in touch with the Electronics Industries Foundation, I'd be glad to help you make the connection at the end of the meeting. However, I will tell you that two years ago, when I had contact with EIF at their headquarters in Washington, some of their project managers around the country indicated the need to establish better relationships with blindness agencies to help include blind persons as part of these projects.

PLACEMENT: A MANAGEMENT VIEW

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Accountability/Productivity: The Philosophical Necessity

Accountability and productivity, two key "Buzz Concepts" of the 80's. Although they are common topics, they are not usually applied to the human services fields. We hear about them infrequently in terms of vocational rehabilitation. Despite the fact that these two concepts are not usually addressed in rehabilitation, the precepts involved are still critical to a successful rehabilitation program. Our clients and our funding sources have an absolute right to assurances that the rehabilitation process, and the delivery of services, is accountable and is productive, and further, that the productivity is reflective of a demand for the rehabilitation product.

There are a variety of similarities between the business world and the rehabilitation world. Perhaps foremost of these analogous situations is the "contractual" relationships of the sales contract and the Individual Written Rehabilitation Plan (IWRP). The sales contract stipulates that for certain considerations, certain deliverables will be made available and will be accepted by the second party. The IWRP and the sales contract are completely consistent, and the accountability under each is the same. Successful production within the IWRP proposes to deliver an employee with improved employability. Successful completion of the IWRP addresses productivity. The concept of productivity carries with it the concept of a process at work. After manipulation of raw material yielding a new product, the obvious next step of production and rehabilitation is the marketing of that product. Neither the production nor the rehabilitation process has intrinsic value. Their value accrues from the delivery of the product to a consumer (employer). Upon acceptance of a client into the rehabilitation process, during certification and program development, a contract is consummated between the client and the counselor, in the true business sense.

There are, of course, many contingencies to this contract that stipulates what each individual will do and produce what has been agreed upon. And, in the spirit of accountability, latitudes for non-performance are outlined and redress systems, be it appeal, or review, or fair hearing, are described. One of the basic ingredients of a contract concerns the deliverables, the heart of the contract, the sum of the expected results. Therefore, it seems to be critical, at this point, to consider the deliverables of this rehabilitation contract.

By definition a client is accepted for services because there exists a reasonable likelihood that the provision of services will benefit the client in terms of employability.

Therefore to carry the business parallel a step further:

The client and the vocational rehabilitation agency, thru its agent the VR counselor, and the rehabilitation applicant agree to utilize a variety of responses in the production of a deliverable. In this case the deliverable is an individual with improved

employability. I want to stress at this point, that we are addressing the spectrum of employability, ranging from work activity, to the unpaid family worker, the sheltered, competitive and entrepreneurial. If indeed the contractual arrangement is a fair parallel, and I believe that it is, then at the moment the deliverable is prepared there remains only one step to complete, one step to fulfill the contract. That step is using the deliverable. Just as in the case of a contract for the manufacture of a product, the manufacturing process is of no value of and by itself. It obtains or accrues value only when that product is delivered and used.

As is readily apparent, the value of the deliverable is exploited only when it is marketed and purchased by the consumer. Within the rehabilitation process the deliverable, a client with improved employability finds definition and validation of cost only if the client and the consumer are brought together and if the consumer (employer) then chooses to buy the services of (hire) the client.

The justification, validation of all of the combined efforts of the client, the trainers and the rehabilitation counselor come together in the placement.

Employer Development/Job Development/Job Placement: The Processes

In this brief heading, several concepts and several potential activities are suggested. Job development in its broadest sense may be viewed as employer development. The difference is in the scope. This means that the development or cultivation of an employer with the express purpose of establishing a climate for future job placement. This type of development would not be associated with any single client's vocational aspirations and, in fact, client orientation at this point, in this kind of development, should be avoided. A second type of development, job development, is closely associated with a given client and a specific employment opportunity within the employer's purview. Generally speaking, this kind of development depends on successful job placement, and on successful employee performance on an individual basis for its promotion.

Employer development is the concentrated undertaking with an employer for any position within his structure. Job development concentrate on one jobs, or a series of jobs within a classification. One is broad, companywide, the other is specific to the job being considered.

It is entirely possible to have both types of programs operating at the same time. The professional must, however, exercise great control to assure that his goals do not become confused or divergent.

In the area of employer development, care should be exercised to aim your program at employers who meet the following criteria:

- A. More than 25 employers
- B. A variety of different types of jobs
- C. A corporate headquarters within your area
- D. Employment opportunities which coincide with the vocational aspirations of a substantial number of your clients

- E. Availability of public transportation
- F. A stable non-seasonal employment pattern
- G. Company stability
- H. Employment patterns that indicate social concern
- I. Nonunion or at least "open shop"
- J. Federal grants or contracts

There are other guidelines. However, these can act as a screening device pointing toward potential employers. There are, of course, mitigating factors for all the above. These are merely decision milestones. In the area of job development (single client/single job), some or most of the above also apply. However, some additional criteria must be addressed or one will merely be going thru the motions, which are:

- A. Is there a job presently available?
- B. Is it a job the client can do by virtue of experience of training?
- C. Is the job entry level?
- D. Is the promotion position one which can be done by the client?
- E. Will the position, less attendant costs of employment, provide substantially more take home than SSI or SSDI plus 22%?
- F. Is the position under consideration full or part time?
- G. Will the employer allow on site follow-up assistance for your client, interpreter, OJB, orientation, etc.?

All the above criteria are, of course, held in abeyance pursuant to the client's interests.

Now job placement. Job placement is virtually the same process as described in job development (single client). However, job placement describes a multifaceted process characterized by repeated single client type contracts. Ideally, job placement is the matching of a particular client with a specific job, that answers a high degree of the job applicants aspirations. In order for such a match to occur more frequently than by pure chance, it is necessary to develop a plan of placement activities. As in the case of developmental activities, employers must be carefully selected and a long-range series of contracts, perhaps as long as 6 months should be hypothesized. Such a plan should also be developed within any given industry within the community. Thus, we have two plans developing simultaneously, one communitywide and one industrywide. Such an approach will allow the placement person's store of knowledge in regard to community and industrywide trends, practices and expectations to become more and more complete, leading to greater competency on the part of the placement person.

As one option in the placement process, it is perfectly possible for a client to place him/herself in employment. Generally, jobs which are self-secured have a greater intrinsic value. Unfortunately, self-placement, including assistance from the Employment

Commission and employment agencies, have one major disadvantage. It is my firm belief that this disadvantage separates a placement program from a "keep your fingers crossed" approach to the situation of a severely handicapped pursuing an employment opportunity. The disadvantage is, of course, the reasonable likelihood that the individual will place him/herself in a position that doesn't hold the potential for growth. Under such circumstances individuals will successfully underemploy themselves. They will sell themselves short. This situation is not, of course, unique to the blind person. Neither is it unique to handicapped individuals in general. It is a universal situation. What makes it different and of concern to the rehabilitation professional is that a major part of our mission is to assist clients to reach their maximal potential. Our mission is not to secure or assist in the securing of employment for our clients. Rather, our mission is to assist clients to optimize their talents in the employment market, in a setting in which they will be able to grow as their skills, abilities, and interests are refined. Merely going to work will not suffice, nor will selling oneself, or being sold, into a less than quality situation produce a quality service. A strong, progressive outreach placement program will have the potential to minimize this risk. Placement should be viewed as any other aspect of the rehabilitation process and it should be professionally addressed.

In the rehabilitation system, as in the manufacturing industry, results are often positively affected by minimizing cost and maximizing returns. In the manufacturing community, an identifiable method of reducing costs is to use fully all raw materials. This same situation exists in the rehabilitation system. The placement person should strive to get the most profit out of his raw material. Broadly seen, the raw material is the rehabilitation employment applicant. If the placement person settles for less than 100% return on his raw material from the consumer (employer), he has sold both the client and the employer down the river. The squandered assets of the client and the concomitant underutilization of the worker by the employer leave both with less than they deserve.

Placement is a time consuming process that deserves and must be accorded as much training development, as much preparation, and as much continued follow-up as any other aspect of the rehabilitation process.

The average salesman selling a product with a high degree of customer acceptance, such as a typewriter, office supplies, carpeting, expects to make at least 3 contacts with the prospective buyer. He also expects to make 5 calls with no followup results for one that does qualify as a prospect. Simple mathematics therefore tells us that an individual will make 8 presentations before he confirms one "closure". This one for eight ratio is likely to be even higher when applied to a totally new, different and unique concept such as a franchise for UFO ticket sales, asphalt diet supplements, or blind employees. Precisely because there is no preexperience with these goods, the sales are likely to be slower. All this is not to discourage you but rather to reset your thinking in regard to your mission. There is nothing magic about placement. It is, as many other activities, merely demanding.

If your expectation is that you will go talk to employer A and maybe even employer B, and a job offer will ensue for your client, I will guarantee you that you will be disappointed at least 87.5% (7 of 8) of the time. Don't do that. Don't frustrate yourself, don't set yourself up for failure. If we consider placement to be solely a parttime effort directed toward the immediate employment of a client, I believe that we are making a very serious error

and one that can lead only to a frustration borne of failure.

Start now to develop a placement program, a program designed to allow a successful closure at some point down the line; 9 months, a year, 18 months from now. Perhaps it will even be a placement for a client not now on your caseload. I think that even as I say that I can hear the inevitable plea, that all that effort without payoff is unrealistic. That caseloads are so immense, and they are ridiculously large, that such a program would not receive supervisory approval, and further, in this particular instance, the supervisor was right. Too much time, too little payoff, not a responsible way to handle a caseload.

There is, of course, only one answer to that.....

BANANAS!!!!

Within the rehabilitation professions, we tend to make a fundamental mistake when we consider employment. The mistake is so basic, so very rudimentary that its very truth, may be hiding it from us. As a group, we are abysmally ignorant of business management, industrial goals, and industry/production/service methodology. We wish to will our "benevolence" onto the labor market. Because our goals are noble, our clients desirous and deserving, the labor market will mysteriously open up to us.

THERE IS NO ABRACADABRA-----NO SESAME

By the power of our will alone, few if any clients will receive any meaningful placement assistance. I want you to be enthusiastic, I want that client to go to work. However, I am convinced that in order to deliver placement assistance effectively, you need more than enthusiasm alone. If nothing else, you need to at least know which megalith of business it is that you want to tackle. And, you need to know why it is advantageous to him to hire your client.

These remarks, if they have any validity at all, are valid for blind, blind-mulitihandicapped, deaf, deaf-blind, cerebral palsied, epileptic, orthopedically involved and so on, and as the commercial notes, and so on and so on and so on. What follows is as valid for you and me as we pursue remunerative employment, as it is for anyone else.

One word about this stance on remunerative employment, and then let us proceed. Remunerative employment is the provision of labor for recompense, on any level--work activity-sheltered-subminimum wage, and so on. There is, of course, a grand debate concerning "why work", "why must one produce", "a person's value is not linked to his productivity", all legitimate questions, all deserving consideration and debate,--for my part I will leave that debate to the philosophers, the ethicalists and moralists. With no apologies I am involved in a general schema that proposes production, at some level to be the goal, and to that goal the following approach to a placement program is directed.

Where to begin

First it is necessary to survey all the industry in your area. The most expedient method is to obtain a copy of your regional/state manufacturers guide. All states have such guides, and many local regions have one also such as New York, Chicago and St. Louis. It is helpful to get one that is standardized to the Department of Labor. Then all information will at least be in the

same terms. You will find that businesses are listed in SMSA's and internal to that by SIC's. Out of jargon that is standard metropolitan statistical areas and standard industrial codes. With these in hand you can determine the largest manufacturer, the ten largest manufacturers, or the 396 largest manufacturers within your area.

Once this listing is done, a little library time, and resources such as "Sales Management--Survey of Buying Power", "Employment Earnings and Statistics in the United States and Selected Market Areas", "Business Week", "Chase Econometrics", and "Survey of Current Business" or many others will give the astute placement oriented counselor a fairly accurate general overview of where the industries in the area are going. I think it is then natural to prioritize your list, be it ten or two hundred using a 3 level criteria base:

- A. Industry size
- B. Industry growth potential
- C. General accessibility (physical not attitudinal)

Once this list by SIC's has been prioritized using this, or another weighting system, it is then necessary to rank them (Table 1). This ladder effect will give you a series of industries and a series of employers, who are potential employment sites for your clients.

It is my strongest conviction that a good placement program is not developed overnight. It is not, I repeat, not a short term, in and out proposition. I suggest that the preceding and the following is at least 12 to 18 months in delivery. You will at this point have surveyed, projected, and prioritized your local employment scene. Now you work from your priorities (Table 1) and select your customers. I recommend a two pronged approach to the actual contacting. In Table 2 is a sample employer contact plan based on Table 1; extended over a six month period. Our forecasting abilities do not warrant a plan of greater than six months without new input.

Now what do we do:

By using a systematic approach to employer contacts within a placement model we will have by now effected some placements, and the system itself will be productive and rewarding enough to assure its continuance. However, even if such were not the case, such an effort would have other specific benefits which themselves would lead to placements or improved vocational rehabilitation services. Your contacts will have pinpointed a variety of jobs or job sites that lead themselves to your increased attention. Such telltale clues are high turnover, entry level position, upward mobility, safety, established training programs, high labor intensity, many similar jobs throughout industry, to name a few.

The identification of a job, if it doesn't lead to an immediate placement, should spur you into developing a specific training program to provide trained job ready employees to industry, remember training is a labor cost, or perhaps you might try an on-the-job, subsidized, training approach, or perhaps a third party joint approach utilizing CETA funds or Vocational Education Training programs. If none of the above is successful, and if no one goes to work, you will still have registered tremendous gains. For now, you will be an even more effective vocational counselor because you will each week be exposed to literally scores of new

vocational choices, many of which are probably new to you and almost certainly new to your clients.

I can foresee no other way for a vocational rehabilitation counselor to gain such a tremendous wealth of vocational information. And it is inconceivable to me that a vocational rehabilitation counselor can provide meaningful counseling, guidance, and placement without the vocational/occupational information he/she would thus be obtaining.

I most firmly believe that, of the multitude of services that vocational rehabilitation can provide to a given client, that the one service which you, in good conscience cannot delegate, let me repeat that, the one and only one that you cannot delegate, is placement. It is the key to the whole process. It is important that you integrate four major principles of behavior into your approaches to business.

First: Never, absolutely never go to an employer with your hat in your hand. The employer is not doing you a favor, rather you are doing him a favor. His needs that your selective placement program will answer are employee stability, employee productivity, consistency, compatibility of work force, tranquility of work site, quality control, and an affirmation of his affirmative action and equal employment programs.

Second: You must understand, and believe, that you are every bit as much of a professional in your field as he is in his field. You want to deal with the businessman in a professional, competent manner, that expresses your mutuality of professionalism.

Third: Except in extremely limited instances, which you will most likely never encounter, Personnel Managers (also known as Human Resource Manager or Human Relations Managers) do not have the authority nor the assigned responsibility to hire. Rather, their mission is to glean the most qualified applicant out of the available work force, to screen out applicants. In an employment situation as dramatically noteworthy as the employment of a severely handicapped individual, the only level of management empowered to take such a tangential approach to hiring is the Chief Executive Officer. He will not perform the staff function of the actual hiring process but he is the only person with the management capability of deciding to hire. Once that is done, you can then deal with personnel. Of course, once the decision to hire a handicapped employee is made, and the potential onus is removed from personnel, they will be most helpful. And finally.....

ABOVE ALL, DON'T QUIT!

Don't quit on your placement program. If you do, you will be quitting on your clients and yourself, and you will be losing a tremendous source of occupational information which, in turn, will make you an even better rehabilitation counselor.

Table 1

Best Bet Placement Options

<u>INDUSTRY</u>	<u>NUMBER</u>	<u>SIZE</u>	<u>GROWTH</u>	<u>ACCESSIBLE</u>
I. Food Processing SIC	3011	3,000	Excellent	Good
(Priority) (2) Apex Packagers		1,500	Fair	Excellent
(1) Bravo Butchers		800	Good	Excellent
(4) Carrion Carriers		300	Poor	Poor
(3) Delta Delectables		100	Good	Poor
II. Maintenance & Repair Const. SIC	3531	2,500	Good	Good
(Priority) (3) Ethnic Environments		1,100	Fair	Poor
(4) Foxy Fix-up		1,000	Fair	Poor
(1) Holly's Repair		300	Excellent	Excellent
(2) John's Joiners		100	Excellent	Poor
III. Textile Goods SIC	2200	2,200	Good	Fair
(Priority) (1) Klein's Jeans		2,000	Excellent	Excellent
(2) Levi's Leggings		150	Fair	Good
(4) Mildred's Millinery		3	Poor	Excellent
(3) Nemo's Wet Suits		43	Good	Poor
IV. Ordinance & Accessories SIC	3489	800	Excellent	Poor
(Priority) (3) Oscar's Bomb Works		600	Excellent	Poor
(4) Pluto Projectiles		50	Excellent	Poor
(1) Radio Control		100	Excellent	Good
(2) Silo Systems		50	Poor	Good

Table 2

Employer Contact Schedule

Contacts must be face to face with decision making individual, with appointment established in advance.

Month 1	Week 1	Bravo Butchers, Foxy Fix-up	
	Week 2	Holly's Repair, Carrion Carriers	
	Week 3	Apex Packers, Ethnic Environments	
	Week 4	John's Joiners, Delta Delectables	
Month 2	Recall	Bravo Butchers, Apex Packagers	
	Recall	Holly's Repair, John's Joiners	
	Recall	Ethnic Environments, Foxy Fix-up	
	Recall	Delta Delectables Carrion Carriers	
Month 3	Week 1	Klein's Jeans, Pluto Projectiles	
	Week 2	Radio Control, Mildred's Millinery	
	Week 3	Levi's Leggings, Silo Systems	
	Week 4	Nemo's Wet Suits, Oscars Bomb Works	
Month 4	Week 1	Recall	Klein's Jeans, Levi's Leggings
	Week 2	Recall	Radio Control, Silo Systems
	Week 3	Recall	Nemo's Wet Suits, Mildreds Millinary
	Week 4	Recall	Oscars Bomb Works, Plute Projectiles
Month 5	Week 1	Priority 1, #V, Best Follow-up	Week 1
	Week 2	Priority 4, #V, Best Follow-up	Week 2
	Week 3	Priority 3, #V, Best Follow-up	Week 3
	Week 4	Priority 2, #V, Best Follow-up	Week 4
Month 6	Week 1	Priority 1, #VI, Best Follow-up	Week 5
	Week 2	Priority 4, #VI, Best Follow-up	Week 6
	Week 3	Priority 3, #VI, Best Follow-up	Week 7
	Week 4	Priority 2, #VI, Best Follow-up	Week 8

RE-EVALUATE, RE-PRIORITIZE, CONTINUE

GOAL SETTING AND INVOLVEMENT IN THE PLACEMENT OF THE BLIND AND VISUALLY IMPAIRED

A concept commonly emphasized in providing services for the blind and visually impaired is consumer participation. However, consumer participation too frequently is narrowly construed as the activities of the blind and visually impaired rather than including those persons who offer the handicapped employment. There are basically two consumers. The first consumer are the blind or visually impaired who profit from programs designed to render them as independent as possible and to provide them with meaningful vocational skills that enable them to participate in the working world. However, the role of the employer, insofar as consumer participation is concerned, is vital, since the potential employer is a consumer of the work skills that have been developed in these clients. The aim of both these consumer groups is to develop, through mutual activities, the motivation and desire for the blind or visually-impaired person to become more marketable. This aim is, of course, enhanced when the blind or visually impaired become part of the rehabilitation team and develop potential for individuals to place them in what is referred to in the current vernacular as the "mainstream."

In this section, there are three articles. The first by Oberlander and Weitzman is entitled "Goal Setting" A Helpful Alternative to Emotional Stagnation" and emphasizes the development of independence and self-reliance in the blind or visually-impaired individual based on motivation and desire and willingness to become involved in goal setting. A seminar for the blind and visually impaired, referred to as "Goals for Life" is described in some detail. The second article by Morgan, entitled "Involving Humans in Human Services," considers consumer participation by employers, including small employers, as well as government employees and officials in civic organizations. The third, by Robinson, is entitled "Employment Skills Development" and emphasizes development of employment skills. She describes the Employment Skills Development Program that was developed at the Lighthouse of Houston.

Goal Setting: A Helpful Alternative to Emotional Stagnation

by

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The Newly Blind Adult

Newly-blinded adults frequently suffer from shock, denial, and depression. Their sudden loss of sight affects them traumatically. Some seek escape through suicide. Others vegetate and live a life of passive existence. Some blind persons become totally dependent on an individual or an organization that serves as mentor and protector. However, our experience at the Braille Institute of working with the blind shows unequivocally that many severely visually-impaired people adjust to their loss of sight, learn to deal with the social and physical obstacles of blindness, and once again become the effective, independent, fully functioning people they were before blindness transformed their lives.

We have encountered individuals whose achievements after blindness greatly exceeded their preblindness activities. Because we know adjustment and independence are possible, we offer a program to facilitate the process. Over the years, we have found that "survival training" (e.g. orientation and mobility, sensory awareness, and home management), although essential, will not necessarily result in independence. Rather, the blind individual must also have the motivation and desire to be independent and self-reliant in a world which, for the most part, is brutally indifferent to the special needs and problems of visually-impaired persons. Thus, even with survival skills training, many blind persons elect to retreat into safe, undemanding environments that are specially sympathetic to their problems and responsive to their social and physical needs. These individuals become thoroughly dependent on social services for the blind and do not develop their potential for achievement and independence. Showing a blind person techniques for living in the sighted world is one thing: motivating a blind person to go forward, take chances, risk hurt, be independent, and achieve in the sighted world is another matter altogether. Learning to accept and live with blindness is only a partial step in the rehabilitation process.

The Seminar-"Goals for Life"

To address this special problem we have developed a seminar entitled "Goals for Life." This is a "you can and should do it" motivational class intended to inspire our students to be and to do all they can regardless of the frustrations of blindness.

In offering this seminar, we make certain assumptions about human nature. We presuppose that individuals who successfully set and achieve goals will experience a sense of personal power, satisfaction, and self-confidence that lead to tackling more challenging goals and courageously facing more severe obstacles. Research can be cited to support this belief. In effect, the experience of success engenders a heroic attitude towards life that makes it possible for blind persons to keep pressing forward despite daily frustrations. We presuppose that individuals desire power and control over their lives, and that although this desire may be temporarily frustrated in blind individuals with sufficient "attitudinal shaping" blind individuals will opt for a life of independence and exertion rather than a life of retreat, safety, dependence, and "passive existence". We also presuppose that learning to set and achieve goals, and to deal with failure in the process is the key to becoming more powerful, i.e.: independent and self-directing, whether or not one is blind. Finally, we subscribe to the existential ethic that by virtue of one's humanness, one is morally obligated to do and to be all that one can. To "cop out," namely, to use blindness as an excuse for dependence and passivity, is not only to betray one's human potential, but is also to betray one's human heritage.

Our assumptions about the possibility and the need for change from depression and dependency to achievement orientation are not arbitrary. Reputable researchers have expressed views that are logically compatible with our position. For example McQuaig (1967) states: "You cannot change the personality, temperament, or character of man, but you can change their attitudes, skills, knowledge and experiences". (*Italics added.*) Accordingly, we hold that one can shape attitudes and provide experiences that will move an individual from passive dependence to self-exerting autonomy. De Charms (1968) amplifies this idea in his work on "the locus of control". He proposes a dependence-independence continuum on which one can chart "growth," that involves movement toward achievement orientation

and including high self-esteem, confidence, and the ability to deal constructively with obstacles.

Maslow and others have clearly shown the role of "needs" in motivation. We adopt the classic model of persuasion-motivation. In this model, one induces a behavior by linking it in the mind of the subject to need-satisfaction. When a blind, dependent person in the rut of "passive existence" expresses a need for respect and success, we can offer a means to these ends -- goal setting.

Further, McClelland has identified 3 specific needs, achievement, dominance, and affiliation. The satisfaction of these needs leads to a personal sense of power and well-being. The most direct means to this end is the ability to set and achieve goals. Successful goal achievement results in a sense of accomplishment and dominance, namely, power! The impact of these success factors on one's self-esteem is likely to enhance "affiliation" -- one's ability and willingness to enter into and enjoy the benefits of social interaction. This overall process can produce an independent, self-directing person for whom blindness may be a disturbing inconvenience, but not a totally immobilizing fact of life.

McGregor's ideas (1960) directly complement our working premises. According to McGregor, individuals commit themselves more strongly to goals they set, and in pursuit of these goals, are more likely to use all their powers, thus increasing the probability of success. Our course, by challenging students to select and pursue goals that are meaningful to them, tries to tap their unused power to achieve. Students are thereby offered success experiences that will move them away from passive existence and dependence.

Garfield reminds us that motivating people to strive after their maximum potential and not be defeated by intervening obstacles, requires avoiding acceptance of behavior in the so-called "comfort zone" -- that region of behavior where an individual feels too much at home. To shake students from their satisfaction with the status-quo that includes dependence, passive existence, minimum risk and exertion, we espouse a direct and uncompromising ethic that divides people into separate and distinct categories: those who "fight the good fight," and those who lack fortitude and betray their human potential.

Our "Goals for Life" seminar uses eight motivational stages or units to move individuals from an attitude of, "I'm blind and can't do much" to a feeling of personal power and ability, and a view of life as an ongoing personal test of oneself in which the only honorable thing is "fight the good fight". Before a student is invited to join our Goals for Life seminar, several prerequisites must be satisfied. Students must have reasonably good orientation and mobility, and strong social-communication skills. We also prefer that students have completed courses in living with visual loss, sensory awareness, and independent living. Theoretically the students should be capable of greater independence and achievement in the sighted world. Our Goals for Life seminar then has the practical function of bringing this potential closer to actualization by including a more assertive attitude toward life and achievement.

The first unit of the Goals for Life seminar previews the entire course and discusses in general terms the importance of formulating and pursuing worthwhile goals that give direction and purpose to one's life and promote personal growth. The students are also introduced to ideas from David Campbell's book, "If You Don't Know Where You're Going You'll Probably End Up Somewhere Else". The ongoing assignment for the entire seminar is to set

small goals on a weekly basis and to report on achievements during the following class sessions. These highly personal exercises in goal-setting focus on mobility, cooking and home management, academic endeavors, mastering a new or difficult skill, athletic or physical-fitness activities, or even social and interpersonal effectiveness. The important consideration is that students become more powerful, i.e., "more capable, in small or big ways through their own disciplined efforts.

In the second unit of the seminar, students share and discuss their past achievements and successes earlier in life. Students focus on their successes in work, school, military service, family life, or elsewhere in order to remind themselves that they have set challenging goals and coped with obstacles.

This activity readies the students for the third, and highly critical unit, "Attitudes Toward Life and Living". The instructor, who must be an able facilitator, uses a Socratic discussion method and philosophical argument to lead the students to adopt, at least intellectually if not yet behaviorally, a "goal-oriented" approach to life: "The purpose of life is to set and meet new challenges that enhance and sharpen oneself." The instructor promotes the ethic that, regardless of pain, frustration, handicaps, and obstacles people have an obligation to extend themselves and to explore their human potential. To opt for a life of passive existence with its attendant mental and physical regression is to betray one's dignity and one's humanity.

The fourth unit is conducted entirely by the students. They choose a "class project" -- a group goal or activity that requires the students to extend themselves by doing something new and challenging.

In the following seminar sessions, unit five closely examines the process of selecting and pursuing personal or career goals. The students differentiate types of goals, review the importance of planning and developing personal assets, and discuss turning failure into success.

Unit six is arguably the most powerful part of the entire seminar. Guest speakers visit the class. These speakers serve as role models in that they are legally blind but have set and achieved laudable goals in personal or professional life. They are living proof of what blind people can do. Admittedly this part of our course is somewhat manipulative, in that using role models, we try to challenge and inspire our students to greater accomplishments. This part of the seminar has proven to be the most effective when properly administered. It is the high point of our motivational strategy.

Unit seven disseminates specific information on employment and job opportunities for the blind. The placement counselor at the Braille Institute is a key figure in this phase. A representative from the State Department of Rehabilitation may be called in. Finally, in unit eight, personal goals counseling is offered. Also, the class carries out its "group project", that ends the course on a strong, positive, optimistic note.

Reactions to the Seminar

Although the "Goals for Life" seminar at Braille Institute is still experimental, our experience with the seminar has been encouraging. Students whose life fell into a pattern of "passive

existence" acknowledged the value of a life organized around setting and pursuing goals -- a life of victories and accomplishments, small or large. Several students discovered through short-term goal-setting exercises that they had the power to change their lives, do interesting things, and learn and grow merely by resolving to take action, planning carefully, and "doing". They discovered the power of will-power and commitment. We were especially impressed by students who set personal mobility goals. These students systematically learned and walked larger and more remote sections of their neighborhoods, and made more extensive use of public bus service. With the achievement of these goals, students felt less imprisoned by their blindness and were more willing to undertake activities that required lengthy independent travel. We were also impressed by students who set for themselves the goal of revitalizing their deconditioned bodies by undertaking a physical fitness program. Real progress in this endeavor translated into improved body image and appearance that seemed to offset the physical self-devaluation that sometimes accompanies blindness. Most impressive were the attitude changes in those students who had career potential that they had discounted because of their blindness. These students responded strongly to our guest speakers.

We had our failures, too, but they were informative. Some individuals chose to remain passive and dependent. The roadblock for some of these individuals did not seem to be blindness but rather deep-rooted psychological factors that strongly predisposed them to relative acquiescence and non-achievement even in the smallest and most basic endeavors. As a group, older students (60+) with total blindness seemed the least willing to adopt a more goal-oriented approach toward life. However, several individual "older" students with total blindness seemed highly motivated and self-directed. The optimistic, forward-looking students, whether young or old, displayed two easily-observed characteristics: good mobility and active, alert minds.

At one point, we attempted to use "fear" to motivate students toward greater independence. The possibility of losing heavily relied-upon disability support as a result of recent political developments was mentioned in one of the sessions. But contrary to expectation, fear was not a good motivator. The threat of losing state financial aid produced anxiety, as evidenced by angry discussions, but did not have any observed effect on our blind students' willingness to reexamine their lives, or to set any kind of personal goal, let alone the goal of economic independence.

Rationalization and resignation figures prominently in those individuals who seemed unwilling to strive for greater independence or to attempt to make their personal lives more interesting and challenging. Common attitudes encountered were:

- a. "I admire blind people who are independent and doing wonderful things. BUT MY blindness is too big an obstacle, and I'm not especially gifted. I'm average like everyone else."
- b. "If my economic support and other social services are taken away, I'll feel devastated, helpless, out in the cold, certainly. But we're all in the hands of the Lord and I'll just have to take what comes."
- c. "I like to relax, play, socialize, be entertained, do arts and crafts, and attend lectures. My basic needs are met. My life is full. I can't say I'm 100% happy, but I feel O.K. I've lived most of my life. I've

worked hard. Now I have a right to sit back, go easy, and do what I want."

We learned that some students will find this seminar highly intimidating and invent a plausible excuse to withdraw. No matter how tactfully the sessions are conducted, students inevitably receive the message that they are not living up to their potential and that their respectability as human beings is conditional on achievement and productivity. However, this idea is part of our motivational strategy, and substantially reinforced by current societal standards. Therefore, we feel reluctant, at this preliminary stage, to reduce the intensity of the underlying message.

Indeed, the most powerful motivators in our Goals for Life seminar were (a), appeals to a person's ego, sense of self-worth, and dignity (without a worthwhile purpose, what are you?); (b) the presentation of inspiring role-models with whom the students could realistically compare and identify themselves; (c) discussions on the idea that one is obligated to do and to be all that one can regardless of obstacles, and (d) the argument that people actively pursuing a worthwhile goal are happier and healthier, and enjoy a sense of accomplishment and personal growth.

Not surprisingly, younger students with some vision displayed the most optimism about their futures, their potential for personal achievement, and their power over their daily lives. These were the students who, at the course's conclusion, made appointments to speak with Braille Institute's Placement Counselor or expressed interest in working through the State Rehabilitation Department to prepare themselves for a career.

On balance, our preliminary experience with our Goals for Life seminar seems promising. We are optimistic that at least some blind persons who have become apathetic and have fallen into a pattern of "passive existence" can be regvanized and inspired to the pursuit of independence and personal excellence despite the obstacles of visual impairment. Two seminars were conducted with a total of fourteen participants. During the eleven weeks two students dropped out. The remainder all participated in the class activities and projects, and five actively became successful goal setters and achievers resulting in a 41% success rate. The seminar population was a selected group of individuals thought to be likely candidates for success.

Accordingly, we are continuing to experiment with our Goals for Life seminar, and we hope to offer a more quantitative study of our program at a later date. At this time, we can say with certainty that the success of this kind of program depends not only on the psychological design of the seminar, but also on the presence of an instructor with sensitive and responsive group facilitation skills.

INVOLVING HUMANS IN HUMAN SERVICES*

by

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Someone has stated that what you make it of interest of people to do, they will do! These words summarize the gist of what I am trying to communicate to you tonight. However, like the mice who had hit on the idea of belling the cat, the critical questions revolve around "How?" "How?" "When?" "Where?" and "What"?

Before examining some "hows" perhaps it would be well to start with the "Who?" Lou Ortale, an outstanding placement specialist for the Iowa Division of Vocational Rehabilitation, often made the statement, "He who would light a flame in others must first himself glow". Certainly one of the most exciting and contagious experiences is to meet a person who is on fire with an idea. This thought is well expressed in another quote, "Set yourself on fire with enthusiasm and when they come to see you burn, recruit 'em!"

Others have called this a sense of mission. Certainly we who work in rehabilitation have an exciting story to tell. There is an intrinsic rightness about the rehabilitation process; there is a built-in appeal. Time and again over the years I have been privileged to tell individuals and groups of people about the objectives and accomplishment of rehabilitation. The response has always been positive. Who can take issue with the basic premise of providing the climate and resources that will help those who are handicapped better help themselves?

The power that even one individual can exert in helping achieve this objective is awesome. Here I am referring to the helping professional who is sold hook, line and sinker on the philosophy of rehabilitation and the commitment to respond to the unmet needs of the handicapped community. It is one thing to be enthusiastic for thirty minutes of thirty days. It is another to be enthusiastic for thirty years. This is true professional love!

To one who becomes aware of the size of the task to be tackled, it is much like wrestling with the question; How does an ant eat an elephant?" Quite simply put the answer is, "One bite at a time." It is being possessed with a belief, a mind set that does not question the availability of resources. Rather it is whether we have that level of desire and applied imagination that will identify the use these resources in both tried and true, and innovative ways.

* This is an edited version of the keynote address given the Southwest Regional AAWB Conference at Oklahoma City on September 29, 1982. Dr. Morgan has worked as a rehabilitation counselor and is Coordinator of the Rehabilitation Counselor Education Program at Oklahoma State University.

How do we tap that gold mine that can be ours when we "make it of interest" to others to become involved in the rehabilitation effort? How can we multiply ourselves by enlisting the brains, the hands, feet and the vital energy of others in helping achieve a greater level of independence and productivity for those we serve?

One answer is both simple and complex, namely "Tap into ways to nurture human needs in positive, fulfilling ways." In addition to basic creature comforts, each of us in varying degrees has a wide range and diversity of needs -- the need for meaning, the need to be needed, the need for recognition and appreciation, the need for esteem, the need for acceptance, and the need for respect. The list could go on and on and on. Let me emphasize that we are not suggesting that we use handicapped people as pawns to satisfy our needs and the needs of others. Rather, it is sharing in the excitement of being part of a process in which people with disabilities become more aware of their potential and are given the opportunity to express this potential. This has been the bottom line of what has given meaning to my professional life for many years. Certainly one must keep a sense of balance. By far the greatest resources reside within the person being helped. But the knowledge that one has served even in a small way as a facilitator in stimulating growth and development in others nurtures a sense of meaning, a sense of justification for the air one breathes and the space one occupies.

I would like to present two examples in which counselors gave opportunity for others to experience some of this kind of satisfaction by involvement in the rehabilitation process. These examples are taken from the records of a biregional inservice rehabilitation training program in placement directed by Seth W. Henderson at Oklahoma State University during the early 1960's. Each counselor involved in this training program was charged with developing a special placement project that was to extend over a minimum period of 5-6 months.

A counselor in a metropolitan area of approximately 225,000 people realized that he was relying heavily on himself to make contact with employers on behalf of clients. His problem was, "In what ways might he devise a system that would cause employers to contact him?" He went to community leaders for help. Expressed in his words, "Their response was delightfully overwhelming." It was decided that a direct mail approach would be the most economical and efficient method of reaching prospective employers. A civic club donated \$400.00 to finance the campaign for six months. An ad hoc committee was formed within the Community Council for the purpose of developing and promoting this direct mail project. Members of the committee represented a wide range of business establishments, organizations and governmental agencies. This insured a diversity of ideas. An advertising company executive helped synthesize many of the ideas and facilitated the development of an approach acceptable to all members.

Each month approximately 350 employees, most of whom operated small businesses, received a partial list of qualified job applicants. The list did not contain names of clients but did include, in this order: job objective, skills, experience and training, personal information (this was in the 1960's), and disability.

Special stationery was designed with a pyramid shaped logo at the top center. Two clasped hands were depicted inside the pyramid and at the base of the pyramid was written "BIG "H" 50-50 CLUB." On either side of the apex of the pyramid, the numerals 50 appeared. A list of the sponsoring organizations appeared in the

upper left corner of the stationery.

The design on the letterhead and other materials used in the direct mail approach was designed to catch the employer's eye, make him curious, and cause him to read it. It was also designed to appeal to an employer's sense of fairness. Employers were informed they had been approved for charter membership in an exclusive organization, THE BID "H" 50-50 CLUB, consisting of a carefully selected group of individuals dedicated to the 50-50 deal of fairness. Their half of the 50-50 deal was merely to seriously consider the possibility of employing individuals from one of the most carefully screened list of job applicants available. The other half of the business deal consisted of assuring the employer of efficiency, productivity and loyalty on the job. Membership and all the resulting benefits were free!

The local news media cooperated in giving the project the publicity it initially required. In addition, many community leaders made numerous appearances before various civic, fraternal and benevolent organizations in an attempt to promote the concept. Accompanying the list of qualified job applicants mailed each month was a testimonial letter from an employer, on his letterhead, who had experience in employing disabled individuals. What better witness could there be than one satisfied customer to another?

The results in this project were impressive. During the first ten months there was a 100% increase in placements, from 61 to 123. In subsequent months, with greater publicity and community involvement, the percentage increased to over 200%.

Largely through the enthusiasm and interest generated by Seth Henderson, this project received national and international attention. Two publications resulted from the project. An important reminder: Emphasis was placed on this being a community project. The rehabilitation agency purposely kept a low profile. Each of a number of groups and organizations could claim the project: the civic club that had given startup money; the advertising company that suggested the approach and provided free art work; the printing company that gave a six months supply of the finished product (mail-outs) free; employers who provided 350 copies of a testimonial letter on their stationery, free; and the Community Council that generously gave many hours in discussion and brainstorming.

"That which you make it of interest of people to do they will do." Each of the people involved in this project in varying degrees had a wide range and diversity of needs, for example, the need for meaning, the need to be needed, the need for recognition and appreciation, the need for esteem, the need for acceptance, and the need for respect. The counselor acted on the realization there is an unlimited opportunity to involve others in positive, fulfilling ways in achieving the objectives of rehabilitation.

Another example comes to mind that also illustrates some of these principles. This counselor had a county in his territory where the response to rehabilitation services had been minimal. He thought there was a general feeling of resentment for any "government" program. The objectives of his project were to achieve better public relations, secure more referrals from different sources, involve the community in rehabilitation procedures and, finally, effect the job placement of the client.

This counselor made a survey to determine who were the most influential personalities in the county. The County Judge, the President of the Chamber of Commerce, the City Attorney, the Mayor,

one member of the Commissioner's Court, one minister and the head of one large construction firm were identified as being such leaders. It was decided immediately that cultivating the friendship and co-operation of these persons was a top priority.

The counselor also secured a list of every organization and every business firm in the entire county. He carefully reevaluated himself from the standpoint of sincerity, appearance, courtesy, punctuality, resourcefulness, and his knowledge of the job to be done. In short, he faced up to the realization of the importance of the impression he made as the representative of his agency - as an ambassador of rehabilitation.

He began studying the habits and customs of the leading persons. He learned where these leaders met to drink coffee and informally visit. Entree was gradually made into this group through friendly overtures, mostly around the coffee table. When the counselor felt that he was accepted as one of the group, a conference was arranged with the County Judge. Following this conference, the counselor was invited to speak to a civic club as the personal guest of the County Judge. The judge introduced the counselor. In fact, the counselor quickly picked up on the advantage of arranging to have a leading citizen introduce him rather than go it alone.

With the judge as intermediary, a conference was arranged with the President of the Chamber of Commerce. After an hour interview with him, the counselor was scheduled for a 30-minute taped interview for a local radio program called "The Chamber of Commerce Hour." Following the airing of this program, the counselor was invited to speak before every service club in the largest city in the county.

With a city official "leading interference", entrée was made to the newspapers. Interviews were set up with editors from two local newspapers after which ample space and favorable comments were given to rehabilitation and the counselor. A local radio station was contacted by a city official and on each Thursday morning an announcement was made on their program, "The Party Line", announcing when and where the counselor could be seen that day.

At this stage of the project it was thought that some additional information should be given. A three page paper was written by the counselor on vocational rehabilitation as it related to this particular county. This paper was mailed to the head of each organization, business firm, lawyers, doctors and others in key positions in the community. The counselor did a followup with presidents of the various organizations.

At the principal city in the county, arrangements were voluntarily made for a sign to be placed over the door of the City Health Office announcing the time when interested persons might meet the Vocational Rehabilitation Counselor at that office. A desk was provided the counselor. Letters began coming in from various persons indicating their appreciation and approval of the services the counselor was providing. Doctors became more cooperative, referrals increased significantly, and after the public relations project had been in place several months, the counselor reported he "has not had an opportunity to place a client" in this county. The reported reason for this was that "when the client is ready to work the County Judge, the city caseworker, the President of the Chamber of Commerce or the Mayor will personally see to it that a job is secured and the client starts work."

I have documentation in my office from a number of citizens

from this county attesting to the positive response to the counselor and his services. Included are letters from doctors, the County Judge, a former mayor, the president of a Civic Club and owner of a newspaper, and other representatives of the county. Several years after the counselor had made his final report on the project, I gave him a followup long distance call. He reported at that time that he continued to enjoy and excellent response from people in this county. His caseload was five or six times what it had been before he had undertaken the project. When people understand what it is all about and are given the opportunity to be a meaningful part of the rehabilitation process, many will "find it of interest to do" - and they do it!

I share these examples in the full knowledge that one cannot expect a 100% response and immediate cooperation in all situations. In this connection I came across a provocative paper by Dale C. Larson entitled "Developing Community Resources for the Blind". Some of the quotes from Larson which I found particularly stimulating are:

"View your opposition as a valuable resource rather than view them as a force to be out-maneuvered. Honest and responsible opposition can help you in the evaluation of several possible solutions. Objections pinpoint weaknesses. Questions may show undesirable facets not previously suspected."

"We can meet it (opposition) by a change of tempo, and by a dozen other effective measures. But the best weapon, and the most effective, is truth. When we meet opposition we need to determine whether their points are important ones. It is actually possible at this point to determine why you are meeting opposition . . . do not be afraid to meet with the opposition to be certain of their point of view. Finally, do not lose sight of the fact that a soft answer turneth away wrath - but not always."

"Community lethargy is often a scapegoat; it is a flip phrase used by those who do not know how to stimulate concerted action, and in order for action to be taken it must be done by the community in concert."

"Instead of blaming a misfire on community lethargy, be certain it was not due to bad planning. Before you start, find out what plans have succeeded or failed in other communities and why. Determine what individuals or organizations can be of most value to you, and above all know the ways by which previous projects have succeeded in your community."

"Do not let poor planning give you an excuse for blaming a failure on community apathy. Be certain that you have equipped yourself as carefully and completely as possible . . . the contemporary battle will not be won with Civil War equipment."

I would like to close by sharing a quote credited to Olive Bannister in an article in the July-August, 1982, issue of The Journal of Rehabilitation. Although this distinguished pioneer in rehabilitation was referring to volunteers, I believe her remarks can apply to all populations that can assist us in our tasks:

"People want to help . . . that is plain and simple. We must ask them for that help. We must channel that talent into the right place where it will be effective for rehabilitation and rewarding for the volunteer. There is one tiny secret to the whole thing. Know your product and know how to sell it. In other words, when you go seeking that volunteer help go with a knowledge of what your needs are, and how the talent sought can fit into answering that need."

What we make it of interest of people to do - they will do. Let's be up and about our work!

EMPLOYMENT SKILLS DEVELOPMENT

by

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Introduction

In December 1981, 9.5 million Americans were unemployed (TIME, February 8, 1982). The impact on the health of the economy as well as on the health of Americans was staggering. Each 1% in unemployment raised the federal deficit by an estimated 25 billion dollars because of lost taxes and additional unemployment benefits (Kelly, 1982). The individuals who comprised this 9.5 million likely experienced decline, for jobs and job satisfaction are necessary for adult health. As noted in Work In America, "In an impressive study on aging, the strongest predictor of longevity was work satisfaction" (Alderfer, 1969).

One author has estimated that as much as 40% of unemployment is frictional; that is, an opening exists but the person looking for work does not find it (Lathrop, 1977). Other studies suggest this frictional unemployment is due, in part, to using job search methods that are obsolete and unproductive. For example, Richard Bolles (1978) cites one study in What Color Is Your Parachute that indicated that only one interview was granted for every 245 resumes sent out. Yet many people still rely on this method to secure employment. Another researcher, Miriam Johnson, reports in an unpublished study of six San Francisco hospitals that unemployment often reflects an absence of job seeking skills rather than an absence of work skills (Wegmann, 1979).

People not only use ineffective techniques, but the intensity with which these techniques are applied is often inadequate. According to a 1972 Census Bureau Survey of persons obtaining jobs, 64.9% of the people spent 5 hours or less per week in job search activities. Only 6.1% spent over 26 hours per week. Richard Bolles (1978) cited Department of Labor research that indicated that almost 41% of the job seekers spent over five weeks in the job search and that the average time spent on a job search per person was 115 days. So, it appears that people not only used ineffective job search techniques, but they apply them at a slow rate.

This report proposes that instructing and counseling visually-impaired clients concerning effective self-directed job search techniques can yield more clients entering the competitive work force. The report includes a partial review of literature that was used to develop the Lighthouse of Houston program. Finally, an overview of the Employment Skills Development Clinic is presented.

Literature Review

Many authors have published literature that presents effective job search techniques (Crystal, 1974; Bolles, 1978; Lathrop, 1977; Jackson, 1978). In 1974, a Harvard sociologist investigated how professional, technical and managerial people get jobs. He concluded:

"Personal contacts are of paramount importance in connecting people with jobs. Better jobs are found

through contacts, and the best jobs, the ones with highest pay and prestige and affording the greatest satisfaction to those in them, are most apt to be filled this way" (Granovetter, 1974).

Similarly, a U.S. Department of Labor study called Job Seeking Methods Used By American Workers (1975), concluded that 63.4% of the blue collar and white collar jobs were obtained through personal contacts, that also included directly applying to employers.

Nathan Azrin, a behavioral psychologist, was perhaps the first individual to conduct controlled experiments to isolate variables that contribute to shorter job searches. By 1975, his "job finding club" research was published. The club focused client's behavior on programmed steps for applying the numerous skills of a job search. It also provided social reinforcement during the search. The results were impressive. The experimental group attained employment in an average of fourteen days, while the uncounseled control group took an average of fifty-three days. Job club members also received an average of 72 cents higher pay per hour.

Results of other job clubs directed by qualified personnel produced similar positive results. The Department of Labor funded a study through the Work Incentive Program (WIN) based on Azrin's findings. Job seeking was made almost a fulltime job and the earlier Azrin data were validated in that 500 WIN participants found jobs significantly faster than the 500 non-job members. In a similar program called "The Job Factory" it was found that job skills were not the factor determining unemployment; rather, the quantity and quality of the jobseeking efforts appeared to be the decisive factors. In these job-search groups, emphasis was placed on teaching job-seeking methods, building confidence to maintain an active job search, and improving client communication skills. Self-Directed Placement Programs used a similar format with a population of CETA workers who had been unable to find work for forty-five days after training. Remarkably, 92% of the 546 participants were working after five to ten days of continuous job seeking. The success of this program is attributed, in part, to emphasis on interviewing techniques (Wegmann, 1979).

Generally job clubs have been provided for low-income populations. They have also been used for special groups such as youth, ex-offenders, alcoholics and displaced homemakers. Less emphasis has been placed on their use in the general population, although many books have recently appeared in the market that present some of the job choice-and job-search techniques used by the clubs.

Many ideas presented in these books are not new, but are merely packaged differently. Richard Bolles is perhaps the most well-known of the life/work planning authors. Bolles advocates teaching people to help themselves. His process involves skill identification, informational interviewing, and research into the companies, as well as other high payoff methods. Who's Hiring Who, a similar book is an excellent source for effective resume writing techniques (Lathrop, 1977). In another book Go Hire Yourself An Employer, Richard Irish (1978), argues that the successful job search is a combination of motivation, ability, experience and training. Another author, Tom Jackson (1978), advocates an action oriented, step-by-step job search plan in Guerilla Tactics In The Job Market. Azrin's Job Club Counselor's Manual provides a directive outcome-oriented approach for organizing job search groups.

Until recently these self-directed job-search tactics were not used with the handicapped population where the idea of client placement by a counselor is traditional. Only a few published works apply these concepts to the handicapped population (Azrin, 1969; Dickson, 1982). However, a job-seeking program has been implemented at the Lighthouse of Houston for approximately two years. It is the Employment Skills Development Program (ESD) for the visually impaired.

Description of Employment Skills Development Program (ESD)

The Lighthouse of Houston is a private, non-profit organization that provides visually-impaired people with vocational training and rehabilitation training services. It began as a sheltered workshop in 1939 and presently produces pens and household products. Clerical training is an integral part of the organization's program, as are recreation and independent living skills. The goal for the Lighthouse is "to enrich and broaden the lives of the visually handicapped - to help them live with dignity and respect gained from becoming independent, contributing members of society" (Brochure, 1981).

The Lighthouse Employment Skills Development Program was established to provide a structured systematic approach for job seeking, specifically meeting the needs of the visually impaired. The curriculum encompasses the broader skills of self awareness and interpersonal communication, as well as training in more specific skills involved in the job-seeking process. These skills include vocational decision making, application and resume completion, appointment making, locating job leads, interviewing skills, understanding of reasons for job success and failure, personal maintenance skills, and understanding employer expectations and relationships with peers and supervisors.

During the three week program, the students review their own interests, aptitudes, and values with the program staff, in order to learn more about themselves as unique persons and how their unique combination of skills, qualifications, aptitudes, and attributes may affect their performance on the job and their choice of employment situations. Individual planning sessions are an important part of the three-week program, wherein an individual's employment strengths and weaknesses are defined, his or her expectations of the job market can be adjusted, and a job-search strategy is formulated. Documentation of the client's participation and integration of the job-seeking skills, and a recommendation as to the level of placement assistance necessary is provided for the State Commission for the Blind counselor.

Course curriculum detailed

The ESD program is built on goals and objectives. The primary goal is for each client to reestablish a career plan, conduct a job search and become employed successfully or pursue viable productive alternatives to employment. Incremental goals are stressed that lead to the overall objective. These incremental goals include:

- a. Discovering and expanding self-awareness skills, interests and values
- b. Learning how to select and set goals and then accomplish them
- c. Learning to communicate with others more effectively

- d. Learning to organize a successful job search strategy
- e. Acquiring job leads that pay off
- f. Learning appointment making and interview techniques that work
- g. Improving written communication skills as they apply to the job search
- h. Learning ways of keeping a job, gaining advancement, and creating alternatives

Throughout the course the importance of effective communication skills is emphasized. The skills taught include paraphrasing, active listening, and assertiveness. Listening skills are applied in role play situations. Assertiveness is practiced to stimulate effective interviewing. Clients are taught to state confidently their desire to work for a company and to say that they are capable of doing a good job. They also learn to ask questions about job duties, location, and chances for advancement. The difference between assertiveness and aggression is emphasized, and the advantages of assertiveness are enumerated. By practicing in class, participants learn to demonstrate spontaneously that they are indeed competent but not threatening.

Goal setting is also an important aspect of the program. Goal-directed behavior is broken into daily detailed goals, long-range goals, and personality goals. Each student is asked to define a personality goal in operational terms so that he can work on it during the three-week class period. Since personality goal is a subjective term, the instructors help the students to state their goals in the following format. "My goal is to (behavior goal), (where), (frequency), by (date - usually the end of class)." Although the goals are as unique as each individual, one might be: My goal is to take more risks in the ESD class and demonstrate this by spontaneously asking two questions daily by December 3, 1981.

Skill analysis is another important area for exploration. The skills are self-management skills, functional skills and work-content skills. Values and skills are examined through the use of a forced-choice values test, anecdotes, accomplishments and other techniques. Bolles' concept of "the flower" with petals of special knowledge, salary and level, people environment, geography and values all linked to the stamen of functional skills is presented.

Another focus area is familiarization with the job market and realistic approaches to it. Occupational information from the Library for the Blind is used to expand awareness of positions that are currently held by visually impaired people. The Dictionary of Occupational Titles is also used. Other library resources are identified such as the Encyclopedia of Business Information, Houston Corporate Directory, Texas Manufacturers Guide, and annual reports, to name a few.

It is stressed that library research must be combined with informational interviewing to expand job awareness. Considerable time is spent teaching students how to approach someone for information, as well as introducing general questions to ask. Rules for networking and resource brokering are covered. Students practice informational interviewing on hobbies in role-plays and then eventually complete at least one job informational interview during the course.

Writing skills are improved where necessary. For example, students are taught how to write qualifications briefs (resumés) and the rough drafts are edited by the ESD staff. The importance of thank you notes also is emphasized. Data sheets are completed

to show the chronological order of events in a client's life. References are prepared to use for job applications. The proper methods of filling out applications are taught. Emphasis is placed on thoroughness and neatness.

The importance of body language and what it can communicate is presented. Facial, voice, and body position are presented in positive and negative views. The importance of dressing to facilitate employer visualization of the applicant as a worker is also taught.

Many hours are spent on telephoning techniques. The techniques of calling when there is an opening, as opposed to no opening, are learned and practiced through realistic role-plays on teletrainers donated by Southwestern Bell.

Lectures and techniques for selling are presented. The clients learn the rules such as establishing contact, arousing prospect's interest, developing that interest, meeting and overcoming objections and ways of closing the sale. Other sales principles are presented such as believing in the product, telling the prospect why they need the product, explaining why the product is different, demonstrating the product and making it easy to buy. The objective is to teach clients to ultimately use these techniques in the interview to sell themselves as qualified applicants.

Much time is spent on interviewing. Each client learns to answer key questions, and to address typical interview concerns, such as "can you do the job" and "will you do the job". Over and over clients are encouraged to rehearsed in answering questions in a constructive, positive manner as they merely acknowledge their weaknesses but sell their strengths. They are taught how to deal with a variety of interviewers from the "quiet ones" to the "pressure ones". Typical questions are:

1. Tell me a little about yourself.
2. Why should I want to hire you above the others?
3. Why did you leave your last job?
4. Why do you want to work here?
5. What are your strengths and weaknesses?
6. What is the lowest salary you would accept?
7. What machines and equipment can you use?
8. Can you work under pressure?
9. How will your disability effect your job?

Questions clients should ask are also practiced. Examples are:

1. What will be my specific responsibilities and duties?
2. What attitudes do you like to see in your employees?
3. What is expected of me?

Clients practice ending the interview with the "call back close," where appropriate. This enables them to ask when they may start or when they may call back for more information about the hiring status. This eliminates clients waiting for a call that may never come and encourages assertive job-search behavior.

Some parts of the curriculum are adapted to the special needs of the visually-impaired population. For example, clients are taught to bring up their handicap within the first four minutes of the interview. This ideally uncovers hidden employer objections to hiring a handicapped person, and creates the opportunity for open discussion. Clients are also acquainted with published articles that demonstrate that insurance rates do not increase when the

handicapped are employed. Also, since the visually-impaired have particular difficulty with transportation in Houston, much emphasis is placed on alternatives such as Metrolift, carpooling, buses, taxis, van pools and developing a network of acquaintances with whom to barter for transportation. The instructor on time management focuses attention on planning travel time that may easily amount to as much as four hours per day for a blind person. Also, as noted in an article by Jamison (1976), the handicapped are generally not as educated as the general population. This greatly affects employability. For example, a percentage of the clients do not have sufficient spelling skills to fill out an application. This fact, combined with the inability to read small application print, often necessitates acquiring the application well before the interview to obtain assistance in completing it. Often, special adaptations have to be made to the job to make it feasible for a blind person to do the work. A mobility instructor is often necessary to orient the client to the work space.

Conclusion

Several studies have been conducted which reveal that on a national level about one-third of the working age blind adults are employed, and many of these are underemployed (Auclair, 1971; Delaney, 1977). As stated in the introduction, evidence suggests that of the unemployed population, a percentage are using ineffective job-search techniques and applying them at a slow rate. Programs such as the Employment Skills Development Clinic address the needs of capable adults with job skills who lack job-seeking skills. To facilitate more handicapped recipients of federal funds (SSI, SSDI) to assume responsibility in becoming contributing members of the work force, the Lighthouse of Houston highly recommends funds be appropriated to continue and expand the number of job club programs available. The Employment Skills Development staff has already provided training and aid to other organizations considering implementing such programs. By providing the environment to learn and implement effective job search strategies, unemployment among handicapped individuals will be reduced, and people who were receiving federal funds will begin contributing to the tax base.

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In Blindness 1982-83, as in some other Blindness Annuals, an attempt has been made to group articles that have been targeted at the same problems. Those articles that precede this section have been amenable to such an effort. But, as with all collections of articles, some, while not being mavericks, stand alone. This is true for the two articles that follow. The first, by Bassett, entitled "Consolidated Buying, Centralized Purchasing and Professional Image Building, as a Part of a Total Marketing Concept" deals with principles appropriate to the management of vending facilities in government buildings. Most of the principles espoused are also applicable to other business enterprises. The second, by DeFerrari, entitled "Blind Professionals, 1947-1962" deals with the evolution of attitudes concerning the participation of the blind and visually impaired in various professions.

The fact that each stands alone should in no way be construed as a lack of merit.

CONSOLIDATED BUYING, CENTRALIZED PURCHASING AND PROFESSIONAL
IMAGE BUILDING, AS A PART OF A TOTAL MARKETING CONCEPT

by

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Standing alone as individual facilities, many vending operations are not large enough to command any significant price breaks on the purchase of merchandise and supplies. But, with consolidated buying efforts and organized purchasing efforts, greater financial rewards can be reached by Vending Facility Managers. Through standardizing products sold in the facilities as much as possible, and successfully marketing the products to the consumers, the business enterprise systems profitability can be enhanced. The most essential objective of any business is to make a profit. In Randolph-Sheppard business enterprise programs the objective is to make a sufficient profit within each enterprise to provide employment opportunities for the blind Vending Facility Managers, sustain the program, provide for growth and expansion, and to subsidize minimal return facilities.

In order to maximize the profits or income for the Food Service Managers, there is a need to provide a quality product to the consumer, with fast convenient service in a clean facility, at a reasonable price. In order to be a success in today's market the manager must be consumer-oriented and consider the consumer when developing the business and purchasing merchandise to be sold.

Some people believe that small businesses are unable to compete successfully with large ones. But, the small business enterprise can compete successfully if the small business can satisfy consumer needs quickly and at low cost. With the consolidation of buying efforts, small businesses can also enjoy benefits of belonging to a larger business enterprise system. A portion of the savings achieved can be passed along to the consumer in the form of better service and fair prices.

To enjoy the advantages of consolidated buying efforts in a decentralized distribution system, cooperation is needed from the

program administration and field staff. The representatives of these groups and individual managers must work together. Suppliers must also be willing to cooperate with the consolidated buying efforts and with centralized purchasing agreements. Suppliers will cooperate if they can enhance their profitability in the present or near future. But, suppliers cannot be expected to provide goods and services without satisfying their own objectives. Suppliers generally offer five categories of allowances to promote the sales of their products. Quantity discounts provide an incentive by reducing the unit price. Such discounts benefit the supplier because of savings in handling and shipping large quantities of merchandise. Special purchasing allowances may be offered to clear the inventory of the suppliers or to move more products during peak production periods. Suppliers may provide promotional allowances to promote the products to the retailer and to the ultimate consumer. Further cooperative advertising allowances or purchase rebates are also available from some suppliers.

Once the Vending Facility Managers have agreed to work together on consolidating their buying efforts, administrators of the program can assist the vendors in developing specifications and standards for common items to be sold in the facilities. Within each geographical area an estimated quantity of the items needed should be made for each location. The quantities required and frequency of delivery can be used to assist the vendors or administration in negotiating the best prices and services for each geographical area. The quantities for multiple facilities are more attractive to the suppliers than if each facility functions alone.

Agreements should be reached in accord with program purchasing guidelines and then scrupulously implemented. There should be periodic monitoring and review of the agreements. Centralized purchasing or central agreements are best coordinated through one office initially. Once the agreements are reached, then individual agreements may be carried out at a local level. Generally the agreements will result in lower prices in the form of discounts or rebates to the vendor based on the number of units purchased. Discounts require less administrative work and are easier to monitor at the local level.

Discounts and rebate programs are available on many diary products, paper products, coffee, cold drinks and bakery products and are also possible from general wholesalers. Cigarette promotional programs are also available from manufacturers of tobacco products. In most cases, the companies want to promote their products and are eager to work with Vending Facility Managers, but without a consolidated effort, there may be difficulty in achieving any type of discount or savings. It is important to develop a good relationship with suppliers. By doing so managers can develop a win/win arrangement where both the managers and the suppliers are meeting the objectives of both.

Developing a professional image is an important aspect of developing a total marketing concept. In the 50s a man by the name of Ray Kroc, together with Richard and Maurice McDonald, developed a highly successful fast food franchise known as McDonald's. Their success largely resulted from practicing a total marketing concept and satisfying the consumers' needs. The consumers wanted a restaurant that could provide a good hamburger in a convenient, clean, efficient location at a reasonable price. The franchise company grew further by successfully marketing the franchises through a central office, through a centralized management training program and a high quality promotional program. Now the McDonald's Corporation is a multi-billion-dollar enterprise.

Some principles in developing a total marketing concept are consumer orientation, coordination of efforts to produce and deliver the product to the consumer as economically as possible, and to produce a profit by satisfying the needs of the consumer. The primary difference between selling and marketing is that selling emphasizes the product whereas marketing places the emphasis on what the consumer wants.

The image of the food service operation has a tremendous impact on the profitability of the business. Nothing can lower the image of a food establishment faster than sloppy, unclean personnel using unsanitary work habits in front of the customers. The total marketing concept includes having people who are neat in appearance, working in a clean facility, and using sanitary food handling and merchandising practices. A dress code is beneficial to the operation of the facility and appropriate uniforms should be worn. A professional image can also be enhanced by having color themes in facilities and uniforms. Many professional organizations will have a logo to help promote their products and provide identity with the consumers.

In summary, consolidated buying, centralized purchasing, and the professional image the facility projects all impact the profitability of the facility and ultimately enhance the employment opportunities for the blind food service managers in the program. The impacts are both direct and indirect. The improved profits on the bottom line impact the income of the manager and workers in the facility. The positive business image assists the administrators of the program in securing new sites or locations to employ the blind clients who have been rehabilitated and trained to work in the business enterprise programs.

EPILOGUE

This issue of the Blindness Annual deals with the "bottom line", namely, job placement and employment of the visually impaired. That "bottom line" is a major goal of rehabilitation. If one were to discern any particular theme throughout the issue, it might be the principle of making the blind and visually impaired competitive in the working world. In other words, the blind and visually impaired should be motivated to compete with the sighted, whose capabilities are the same as theirs except for the handicap of visual impairment. Those involved in providing services for the blind and visually impaired, particularly those services directed to job placement and employment, still have a long way to go to implement the equality that is tacit in this principle. Although much has been accomplished, there is still a long way to go.

by

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Introduction

In considering the employment of blind persons today, it is important to put the matter into perspective by remembering what the employment situation in America was like in previous years, especially during the fifteen years after World War II. It is easy to assume that history is always going forward and conditions are ever improving, but such is not always the case. For a look backward at the employment situation of blind persons in the professions, we will use a source in which employment of blind persons was a prime concern -- the Proceedings of the Conventions of the American Association of Workers for the Blind, 1947-1962.

Professions Available to Blind Persons

What professions were available to blind persons in 1947-1962? Yoder (1961) list nine areas: law, mathematics, science, health-related fields, public- and private-school teaching, college teaching, journalism and verbal arts, business managerial and sales other than retail.

As early as 1954, MacFarland thought that there was great diversification of jobs for blind persons. He believed that it was no longer possible to categorize "the blind worker." The best study of the professions in which blind persons were engaged and which appeared in the AAWB Proceedings for this period is one undertaken by Lende (1949) and associates. A questionnaire was sent to several hundred blind men and women whose names were submitted by colleges and universities, public and private agencies, state departments of education, libraries and schools for the blind. Lende acknowledges that this was not a statistical report but it indicated trends. The following are some conclusions about the employment of blind persons in different professional fields from the Lende study and authors of the same period. After this summary we will "turn the coin" and consider blind persons' qualifications for various professions.

One hundred blind lawyers responded to the Lende investigation. The majority recommended the field of law to blind persons but cautioned that it was difficult. They thought that blind persons could learn to do the work but it was difficult to build a practice.

With respect to professional music, the general opinion seemed to be that a great many blind persons could engage in the music profession parttime but only very few could rely on it for their sole income. Eldredge (1947) writing two years earlier, thought that the possibilities of blind persons in music were scarcely scratched. For example, to do an adequate job as a choral conductor could be accomplished with only an average musical talent, a braille score, and an ability to organize, and get along with, people. Yet

*Based on Proceedings of the American Association of Workers for the Blind, 1947-1962.

this field was practically untouched by blind persons.

There were six blind doctors in the study. All had lost their sight in middle life after their careers were established. One was a diabetes specialist, another a psychiatrist, and another a managing director of a hospital. None recommended that blind persons enter the field of medicine, but they indicated that the profession could be continued by blind persons who once were sighted.

Most blind graduates of schools of social work found positions in agencies for the blind or in social agencies with special departments serving the blind. It was observed, however, that some blind students in schools of social work were finding wider opportunities for field practice in social work agencies.

In the Lende study, osteopaths pointed out the need for sighted assistance. In 1949 the profession was closed to blind persons. They were excluded because training for osteopathy had begun to require an almost complete premedical course for which, at that time, blind persons were not considered equipped.

Keeping good discipline was the chief problem of blind teachers. It was easier to do this on a college level than on elementary or secondary levels and on a one-to-one basis than in a group.

The Lende study showed only about twenty visually-handicapped persons who devoted most of their time to writing. Most of these were journalists and editors. A number of blind persons served as local reporters on a parttime basis.

According to Yoder, commenting on radio broadcasting in 1954, opportunities were available for blind persons in announcing, news-casting and in work as disc jockeys. But he added that for totally blind individuals in this area, sighted assistance was a must.

Lende and associates noted that there were three blind librarians in the Library of Congress. They thought that special efforts should be made to have libraries for the blind directed by blind persons. At that time, there was no record of a visually-handicapped person completing a full program at a library school.

Qualifications of Blind Professionals

Wooley (1949) believed that if blind persons were to win a place in the world based on respect rather than on pity, they must be prepared to exert themselves considerably more than ordinary men. Wooley also thought that of all the faculties a man possesses, a blind man needs his memory most.

Eldredge (1947) named lack of ingenuity initiative and courage as responsible for the failure of many blind persons to advance in the field of music. Unlike Wooley, Eldredge did not stress memory. On the contrary, he thought that, in music, a better job could be done by using braille scores than by learning musical parts through the rote method.

Quimby's observation (1947) adds a nuance to the viewpoint of Wooley. Quoting Harry J. Ditzler, he says: "All else being equal, the blind teacher may well work consistently harder; not because he is more conscientious, and certainly not because he is blind, but because he is a realist; he knows he can't as easily get another job."

Finally, Yoder (1961) listed these qualifications as important for blind candidates for professions:

- (1) Willingness to function in the most competent manner possible
- (2) Ability to travel
- (3) Ability to communicate both verbally and in written form
- (4) Motivation to pursue a professional training course to completion

Diagnosis and Guidance of Professional Potentialities

Dabelstein (1947) referred to the basic fact that it was not until shortly before his time that personnel engaged in work for the blind. Not until then did either the public or employers recognize or appreciate the vocational and employment capacities of the visually handicapped.

Even a decade later, Yoder (1954) stated that placement officers for the professions were ten or twelve years behind industrial placement activities. Staff was lacking and there was no solid program of professional placement for the blind. Even work for blind persons (Gruber, 1959) that was dedicated to the principle of the placement of qualified blind persons in open competition with the sighted, failed to place blind persons adequately within its own ranks. Gruber does emphasize, however, that responsibility has to be shared by the agencies doing the hiring and by the blind applicants seeking professional positions.

Price (1949) blames educators of blind persons for a failure to attend to the special capacities and interests of each blind child, to attempt to discover the vocational or professional potentialities of the blind and to arrange their education accordingly. For Price, professional life and early education of the blind are of a piece. He also advocated that blind youth should go into regular schools at least from high school on.

The goal for counselors of blind persons, according to Neely (1952) is development of a balanced personality functioning at maximum ability and deriving satisfactions from life. Personal as well as professional qualifications must be developed. The two are interrelated. Gruber (1949) explained that there was a considerable number of blind persons who held adequate academic qualifications for entering work with blind persons but who lacked the personal adequacy of physical poise and orientation, of appearance and grooming, and of personality.

A blind person encountered a number of stereotypes as obstacles in the 1940s. One of these was that the general public had never been developed to the point of thinking that blind people do most things like other people do but may accomplish the result somewhat differently (Lehman, 1945). Prospective employers often feared that blind or visually-handicapped persons would injure themselves or others if employed. They feared to take the responsibility on themselves.

Two resources were suggested as of possible aid to blind professionals looking for work. One was that the American Association of Workers for the Blind, the American Foundation for the Blind, and the Department of Service for the Blind in the Office of Vocational Rehabilitation enunciate their respective policies concerning employment of blind persons in the professions (Gruber, 1949). There was need for standards and policies. Secondly, Yoder (1961) called for a resource book on employment that would come from the

hearts and minds of those blind persons who have experienced the rough road of employment in the professions.

Conclusions

In the period beginning about 1947, the best statistics on employment of blind persons were kept by the State-Federal system of vocational rehabilitation. Shortley (1948) and Yoder (1961) refer to these statistics.

Nichol (1950), attempting to write on employment in his field of music, decided that so little was known about the matter, he was left to draw upon his own experience and observations.

Generally, we can say that this is characteristic of the writers on employment of blind professionals in the Proceedings of 1947-1962: they rely mainly on their own experiences and, if they use any objective data, they include a limited number of cases. In contrast, recent studies base everything on statistics and draw little, if at all, on the writer's experience. Modern writers tend to bemoan the fact that they do not have enough cases to make statistically meaningful conclusions. They are cautious about drawing conclusions in areas not truly represented by the data collected (Kirchner, 1980-81). They are also sensitive to the fact that it is easy to draw invalid conclusions from data as a result of overlooking a variable. For example, Kirchner points out the absence of even approximate data on visually-handicapped persons who choose not to work because of the net income losses they would incur from employment. These economic losses would consist mainly of failure to qualify any longer for Social Security benefits and other benefits given to unemployed blind persons by the government.

In terms of methodology in the study of the employment of blind professionals, we see two extremes in the periods represented by 1947-1962 and current times. The former used personal experiences predominantly and the latter uses statistics. We must remember that statistics are inductive. Because they are not deductive, they do not prove anything. Good inductions, however, can be valuable for what they suggest.

The interpretation of statistical information requires carefully collected data together with sound judgment. Personal experience is not scientific information nor are statistics. But statistical information is not the only kind of knowledge. A truly rounded picture of the situation of blind professionals probably requires analyses of both personal experience and statistical data. These should not be combined in the same article because of the conflict of methodology. However, the reader can gain insight by reading articles representing different types of methodology treating the same general topic.

In this article, we have summarized viewpoints that are primarily based on personal experience. Although the data may not be statistical, it is truly worthwhile because of the wisdom of the authors dealing with common human experiences. Blindness Annual and the AAWB Proceedings will stand as valuable chronicles of the history of blind persons seeking employment in America during the last twenty-five years.

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